

THE AMERICAN

# School Board Journal

A PERIODICAL OF SCHOOL ADMINISTRATION

**In This Issue:**

UNIVERSITY  
OF MICHIGAN  
JAN 25 1952  
PERIODICAL  
READING ROOM

- ★ Defamation of Government Employment and  
Corruption in Public Service—*Punke*
- ★ Teachers and the Boards of Education—*Weber*
- ★ What the Schools Can Do About Inflation
- ★ More Light on the Subject—*Sensenbaugh*
- ★ National School Boards Convention Plans—*Tuttle*





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# THE AMERICAN School Board Journal

*A Periodical of School Administration*

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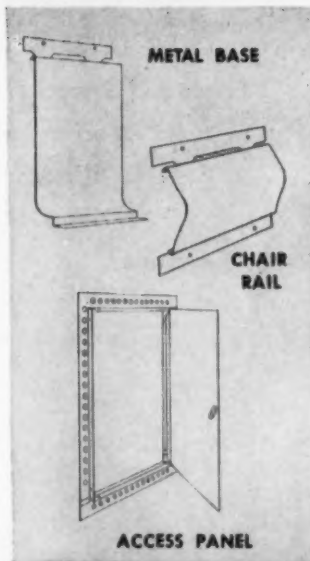


**Women's Dormitory, University of North Carolina**

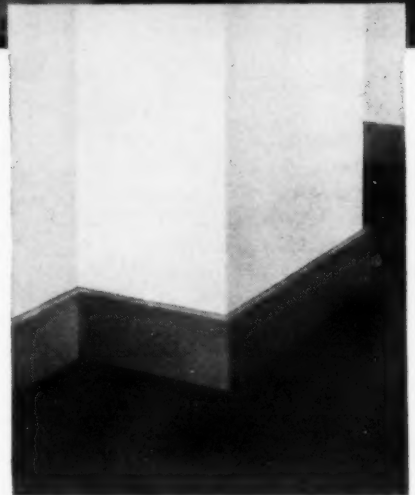
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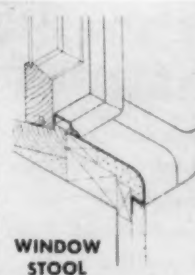
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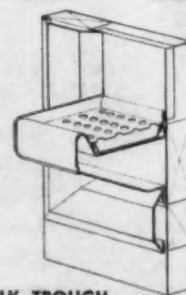
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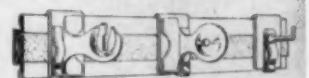
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## Convention This Month in St. Louis Climaxes Active and Growing Year for the N.S.B.A.

*Edward M. Tuttle*

Shortly after receiving this issue of the JOURNAL, the footsteps of some and the thoughts of many school board members will turn to the 1952 Convention of the National School Boards Association. It is to be held at the Hotel Statler in St. Louis all day Friday and Saturday, February 22-23. Advance commitments indicate that more than 30 states will be represented by voting delegates and visiting board members, and that the total registration may run as high as 600, or double the number in attendance at Atlantic City last year. In mid-December, the General Convention Chairman, J. G. Stratton of Clinton, Okla., and I spent two days in St. Louis checking arrangements with the hotel management, and were greatly pleased to see the ample and well-situated meeting rooms that have been assigned to our use. Everything points to the best meeting in the history of the association.

Refer again to the January JOURNAL in which the program outline and convention committees were given. Some details of interest can now be added. Greetings will be extended by the Missouri Commissioner of Education, Hubert Wheeler. Mrs. Harold Meeks, vice-president of the East Baton Rouge (La.) parish school board, will give the keynote speech on "Written Policies for Boards of Education—Why and How?" on Friday afternoon. Forty school board leaders will be used as chairmen and recorders of the 20 discussion groups into which the meeting will be divided following the presentation by Mrs. Meeks.

An innovation this year will be a separate session on Saturday afternoon for members of boards of education from cities of over 200,000 population, at which they may discuss some of the problems that are peculiar to such large jurisdictions. The meeting will open with a talk on "What It Means to Be a Board Member in a Big City," covering such matters as how a new member becomes familiar with his duties, his relationship to other board members, to the administration and staff, to the public, to pressure groups, etc. This will be followed by a summary of studies on the "Fiscal Authority of Big City Boards" as a basis for a general discussion of budget and financial problems from the floor. It is hoped that out of such a discussion some rather clear-cut distinctions can be drawn between good and bad practice under given conditions.

While the big city board members are having their session, all others attending the

convention will engage in a discussion of "Citizen Participation in Public Education" presented from the various points of view of board members, administrators, parents, taxpayers, and others. The chairman of this meeting will be O. H. Roberts, Jr., of Evansville, Ind., a director of the N.S.B.A., president of his local board and immediate past president of the Indiana School Boards Association, and a member of the National Citizens Commission for the Public Schools.

As most readers already know, the speaker at our annual banquet Saturday evening will be Judge Luther W. Youngdahl, former Governor of Minnesota. Music for this occasion will be furnished by the Cleveland High School Choral of St. Louis under the direction of Miss Charlotte Louise Mann.

### Objectives of the National Convention

Individual board members, not voting delegates, who are attending the conventions of the National School Boards Association in increasing numbers, need to understand the purpose and significance of what goes on.

By the very nature of its organization, the N.S.B.A. is not concerned directly with service to local boards of education. That is the primary function of state school boards associations whose memberships are composed of local boards. The National Association is a federation of the state associations and is not intended nor has it any desire to compete with the states for the affiliation of local boards.

With the above distinction in mind, it should be clear that board members attending the national convention are not there for the major purpose of trying to get something out of it of direct local assistance, although often they will see applications of what they learn to their own situations. Rather they are there to discover what goes on among school boards associations in other states which may point the way toward improvement in organization or toward increased services by their own state association. Of even more importance, however, is the fact that they are there to participate in the growth and development of the National School Boards Association as the recognized voice of the school boards of America in educational councils on the national level.

Until a very few years ago, school boards had no way of making themselves heard as a national group. The chaotic conditions which confronted schools during World War II are

too recent to have been forgotten. Lack of school board organization was one important factor among many which contributed to that situation. But now the picture is quite different. Readers who have followed these columns during the past year know that the National School Boards Association has taken an active part in the development of the National Conference for Mobilization of Education (MOE) through which 86 educational groups bring their combined thinking to bear on governmental agencies involving the schools. It is not bragging, but rather it is a fact that the testimony which MOE asked the N.S.B.A. to present to the Congressional Sub-Committee of the House on critical materials for educational construction carried a lot of weight and helped to secure an additional allotment for the first quarter of 1952.

It is a fact, also, that the 42 state school boards associations are now being kept in touch with national movements affecting the schools as they never were before. From N.S.B.A. headquarters at 450 East Ohio Street, Chicago 11, Ill., frequent releases supply current information to state association presidents and executive secretaries, and some of this finds its way into the various state bulletins and news letters and thus reaches local boards.

From all of the above, it should be clear that the objectives of a convention of the National School Boards Association are different in many respects from those characterizing the annual meetings of state associations. Board members in attendance should recognize these differences and set themselves to discover ways in which they may contribute to the objectives, rather than to seek what they may personally get out of the convention. Interestingly enough, as is always the case, those who contribute the most usually turn out to be the ones who gain the most.

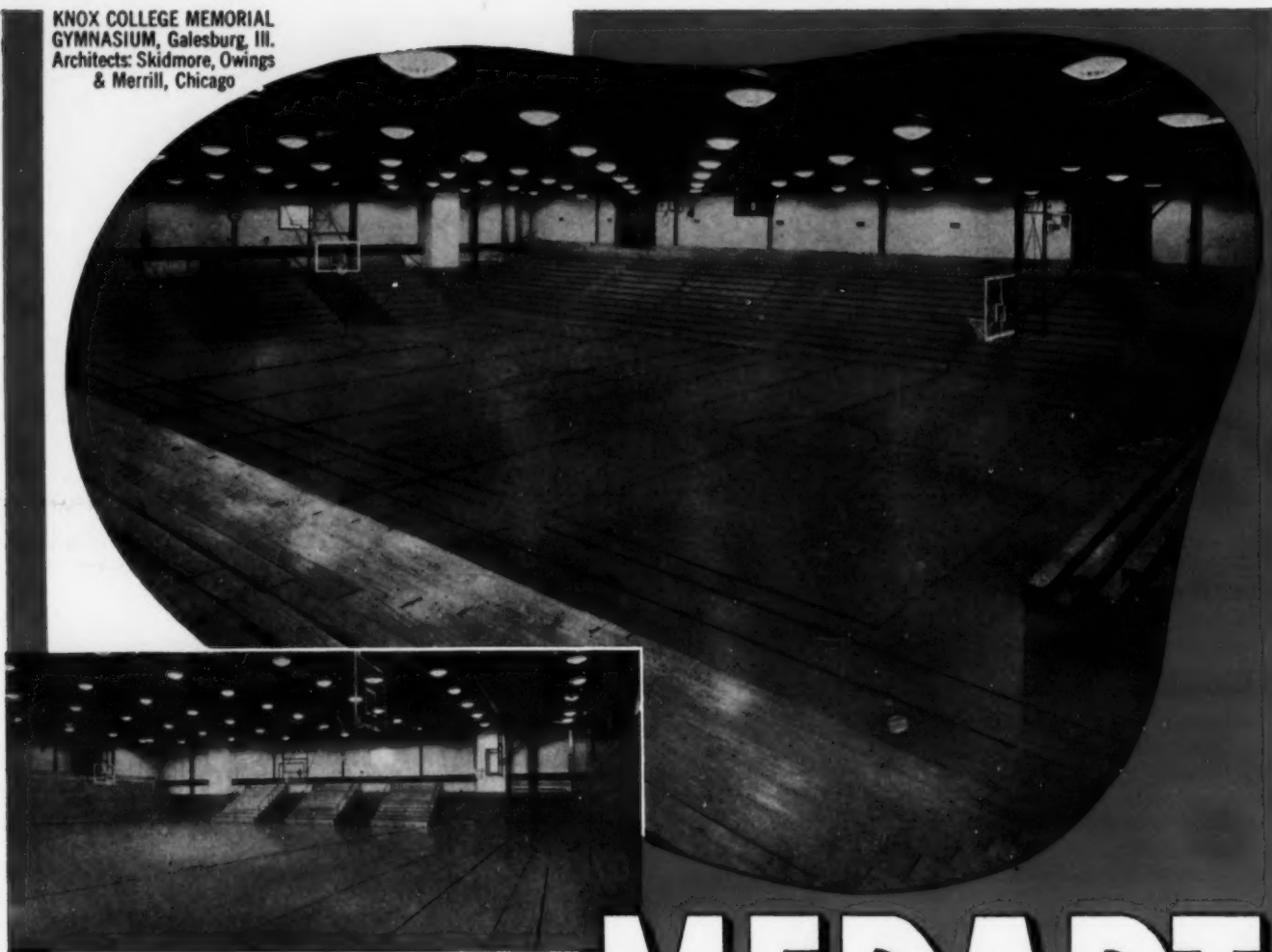
As pointed out last month, one of the problems confronting the N.S.B.A. is how to make better use of those attending its annual conventions both as official delegates and as participating board members. Some progress in this direction should be evident at St. Louis.

### N.S.B.A. Co-operation with the A.A.S.A. at Los Angeles and Boston

Some board members in far Western and in Eastern seaboard states may be planning

(Continued on page 7)

KNOX COLLEGE MEMORIAL  
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Feet Of Usable  
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(Continued from page 5)

to accompany their superintendents to the regional meetings of the American Association of School Administrators, to be held in Los Angeles, March 8-12, and in Boston, April 5-9.

While there will be no meeting of the National School Boards Association at either of these places, the N.S.B.A. is to be identified with the A.A.S.A. in joint sessions on Monday, Tuesday, and Wednesday both in Los Angeles and in Boston. At these sessions, school board members will participate in the panel discussions and clinic groups.

On Monday afternoon (March 10 in Los Angeles; April 7 in Boston) the joint discussion will center around "Boards of Education and Their Printed Policies." The chairman in Los Angeles will be Superintendent M. Lynn Bennion of Salt Lake City, and in Boston the chairman will be Paul J. Edinger, principal of the Central School at North Rose, N. Y.

At the all-day Tuesday clinics on "The Superintendent and the Superintendency" different panels will discuss the subject in the morning and in the afternoon at both meetings (Los Angeles, March 11; Boston, April 8). The clinic in Los Angeles will be under the direction of Dr. Paul B. Jacobson, dean of the School of Education, University of Oregon, Eugene, Ore. In Boston, this clinic will be directed by Dr. Wayne O. Reed, Assistant Commissioner of Education, Division of State and Local School Systems, U. S. Office of Education.

On Wednesday morning (March 12 in Los Angeles; April 9 in Boston) the jointly sponsored sections will discuss "Boards of Education and Their Public Relations (including Press Relations)." The chairman in Los Angeles will be Dr. J. Burton Vasche, Colorado State Commissioner of Education, and in Boston, the chairman will be Superintendent Harold B. Gores of Newtonville, Mass.

In addition to the above, I am planning, as executive secretary, to represent the N.S.B.A. at both Los Angeles and Boston. In Los Angeles I have agreed to act as a member of a clinic group on Tuesday which will discuss the subject "Working with Advisory Commissions" under the leadership of Superintendent Angelo Giaudrone of Ellensburg, Wash.

In Boston, one of the Tuesday clinic groups will take up the matter of "Pressure Groups and Attacks on Schools," and I am to be a member of the afternoon panel under the chairmanship of Superintendent Ward I. Miller of Wilmington, Del.

## SECOND QUARTER OUTLOOK ON CRITICAL MATERIALS

At this writing (December 31) it is too early to know how educational construction will fare in allocations of steel, copper, and aluminum for the second quarter of 1952.

It will be recalled that the total allotment of steel for the first quarter, after two supplementary allocations had been secured by appeal and by Congressional hearings and resolutions, was 111,296 tons, against an established need for 255,000 tons.

The United States Office of Education, on the basis of approvable applications in hand, has asked for approximately the same tonnage of steel for educational construction in the second quarter as it requested originally for the first quarter. It seems unlikely that DPA-NPA officials will allot anything like this amount, but it does appear probable that they will seek to maintain the level finally established for the first quarter. This means that some further new construction will be permitted, but that hundreds of school building projects, some of which have been deferred for months, will still be unable to get started.

At the National Convention session on Saturday morning, February 23, the whole

matter of educational construction will be thoroughly discussed. A more complete picture of building needs, state by state, than we have ever had before will be available from the summary of the State Surveys under Public Law 815 which will be presented by Paul J. Keith of the U. S. Office of Education. An up-to-the-minute report on the current situation under the controlled materials plan will be given by Dr. Rall I. Grigsby, director of the Civilian Requirements Division of the U. S. Office. Consideration will be given to various proposals for the use of substitute materials and modified building plans to reduce the requirements for restricted materials. Out of all this it is hoped that some clear-

(Concluded on page 10)

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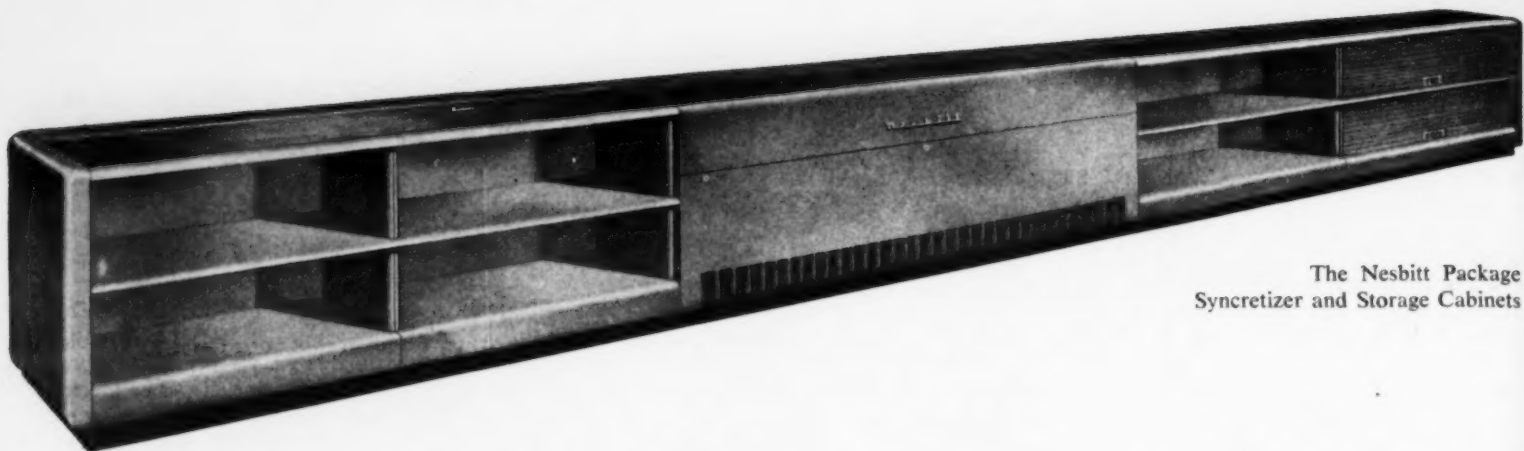
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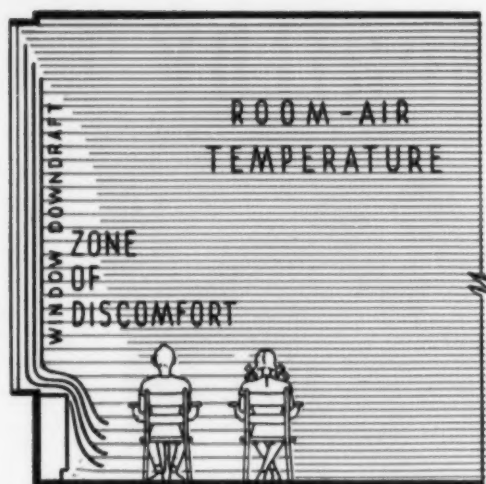
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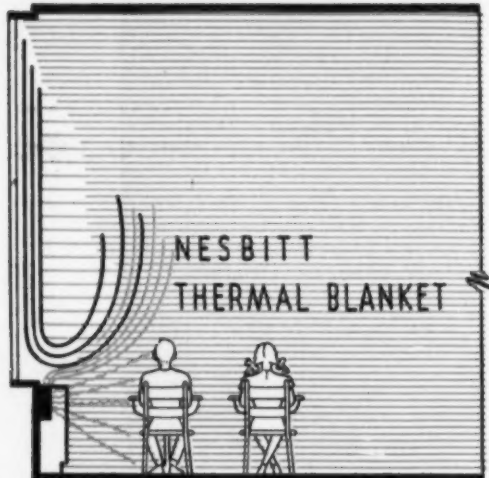


The Nesbitt Package  
Syncretizer and Storage Cabinets

# The Story of THERMAL



With room-air temperature evenly maintained, the downdraft from large windows on cold days may remain the robber of comfort for pupils.



Nesbitt Syncretizer and Wind-o-line Radiation temper the window downdraft, raise it out of the impression range, improve thermal balance.

(THE POSITIVE ANSWER  
TO WINDOW DOWNDRAFT)

*Nesbitt*

SYNCRETIZER with WIND-O-LINE

THE STORY of classroom heating and ventilating began many years ago with the need for artificial heat in a one-room schoolhouse. A potbellied stove provided the heat.

With multi-room schools came central heat and hot-air, then steam-radiator distribution. Schoolrooms soon became so hot that the need for regular ventilation was recognized.

NESBITT became a character in the story in 1917 with a schoolroom unit that introduced outdoor air and heated air on the bypass principle.

The story progressed as knowledge increased. The heating effect of room occupants, electric lights, and the sun's rays became better known. The need for cooling during a large part of the classroom day hastened the development of heating and ventilating units.

Room-air temperature was the recognized index of comfort. But the widely divergent temperatures of the unit ventilator's air stream created conflict—drafts. NESBITT brought the air stream under separate control—syncretized, or harmonized, its temperature within draftless limits to that of the room air. Syncretized Air, a new standard of thermal comfort, was created—but air temperature remained its popular index.

## Comfort Can Now Be "Seen"

Today thermal comfort has another dimension. Besides air temperature, we consider the radiant temperature differential of the surrounding walls and surfaces of the classroom. The temperature especially of large windows in cold weather is so far below the room-air temperature

that it soaks up the body heat of pupils sitting near it and, to a degree, of all others whose bodies can "see" it (are exposed to it). This explains why the comfort impression of some pupils is poor even when the air temperature is good—according to the room thermostat.

## The Nesbitt Comfort Control

Within the Nesbitt Syncretizer heating and ventilating unit is the Comfort Control which "sees" and "feels" the outdoor air temperature at all times. This control automatically adjusts the temperature of the unit's continuous air stream so as to impose a protective thermal blanket—warm enough to shield room occupants from the chilling effect of cold windows and cool enough to prevent overheating of the room air.

## Wind-o-line Radiation

For conditions of large glass area and extremely cold outdoor air—which accelerate the problem of window downdraft—Nesbitt provides Wind-o-line Radiation for integration with the Syncretizer. Wind-o-line consists of fin-and-tube radiation in a grilled wall-hung casing to extend from both ends of the ventilating unit for the full length of the windows, at the sill line—and continued, if required, along cold outside walls. (Or it may be had as a component of the storage cabinets in installations of The Nesbitt Package.)

Unlike the attempts to draw off window downdraft as recirculated air—which was easily proved to be ineffective—Nesbitt Wind-o-line solves the problem of heat loss logically with a heat gain where and

**Like all good stories  
this one has conflict...solution...  
and a happy ending**

(READING TIME: Four minutes—and worth it.)

# COMFORT in the Schoolroom

pupils  
other  
when needed. Convected currents of warm  
air from the grille temper the cold down-  
draft and divert its flow upward and above  
the heads of the occupants. Radiation  
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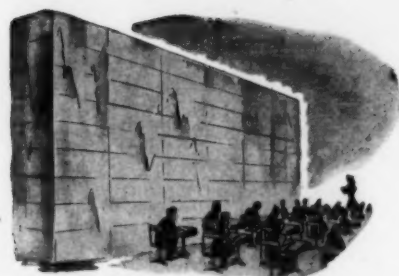
## "Happily ever after"

For school officials, architects and engi-  
neers who have a personal interest in  
Thermal Comfort the story turns out well:

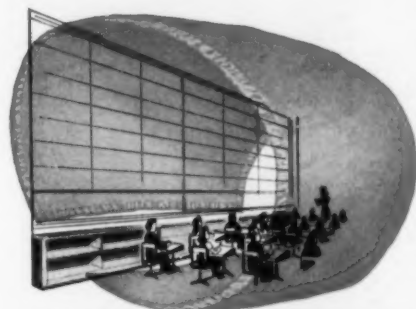
NESBITT SYNCRETIZED AIR—with Wind-  
o-line Radiation where desired—a *sym-  
metrical* environment in which room-air  
and surface temperatures are better related  
to bodily heat exchange for a classroom  
comfort unequalled by any other system.

This is the story up to now. If it is ever  
to have a sequel, NESBITT expects to  
write it!

JOHN J. NESBITT, INC., STATE ROAD &  
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In very cold weather large window areas  
become a "wall-of-ice" in the classroom.



The Nesbitt "thermal blanket" protects  
pupils from the cold window downdraft.



Cut-away view of  
Wind-o-line Radiation,  
and photograph of a  
typical installation.

The Nesbitt Syncretizer,  
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(Concluded from page 7)

cut policy of procedure by school boards may be evolved.

### Directory Available

An up-to-date directory of the presidents and secretaries of the 42 state school boards associations is available upon request to those who have need of it, from N.S.B.A. headquarters, 450 E. Ohio St., Chicago 11, Ill.

Also available for distribution are copies of the standard two-page pronouncement of the National Association entitled "Boards of Education—American Plan." This statement covering the Why, the What, and the Who of local school boards is receiving wide recognition.

# The AASA 1952 Conventions

St. Louis • Los Angeles • Boston

Problems of major importance to school board members will be included on the programs for the three 1952 regional conventions of the American Association of School Administrators. A total attendance of 17,500 is expected for the meetings to be held at St. Louis, February 23-27; at Los Angeles, March 3-12; and in Boston, April 5-9.

Educational leadership in the United States will be the theme for the three conventions, according to Dr. Kenneth E. Oberholtzer, superintendent of schools at Denver, Colo., and president of AASA.



**Kenneth E. Oberholtzer**  
1951-52 President, AASA,  
Superintendent of Schools,  
Denver, Colo.

At each convention, speakers will consider "Religious Stewardship for Today's Children," "The Citizen's Obligation to Schools," "The Three R's and Today's Schools," "Administrative Leaders for Good Schools," and "Great Issues in American Education."

Speakers for general sessions include:

*At St. Louis, February 23-27*—Reverend Arthur Miller of the Montview Boulevard Presbyterian Church, Denver; F. H. Trotter, Chattanooga, Tenn., president, National School Boards Association; Willard E. Givens, executive secretary, National Education Association; Estes Kefauver, United States senator from Tennessee; Virgil M. Rogers, superintendent of schools, Battle Creek, Mich.; and William F. Russell, president, Teachers College, Columbia University.

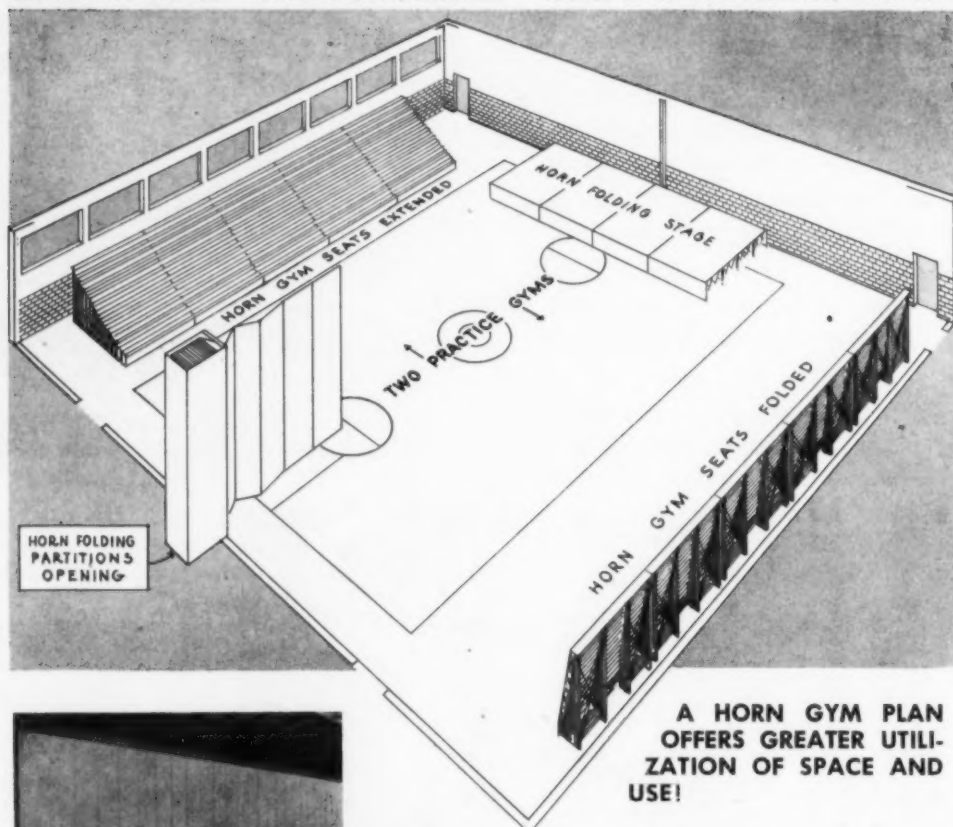
*At Los Angeles, March 8-12*—Mrs. John E. Hayes, president, National Congress of Parents and Teachers; William A. Brownell, dean of the School of Education, University of California, Berkeley; Willard E. Givens, executive secretary, National Education Association; John K. Norton, director, Division of Administration and Guidance, Teachers College, Columbia University; and George D. Stoddard, president, University of Illinois.

*At Boston, April 5-9*—President Abram Sachser of Brandeis University; Roy E. Larsen, chairman, National Citizens Commission for the Public Schools; Robert R. Sears, professor, Harvard University; Hollis L. Caswell, dean, Teachers College, Columbia University; H. I. Willett, superintendent of schools, Richmond, Va.; James B. Conant, president, Harvard University.

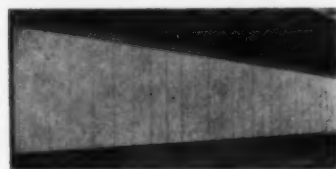
J. Cloyd Miller, superintendent of schools, Deming, N. Mex., and president of the National Education Association, and President

(Concluded on page 62)

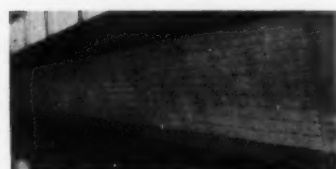
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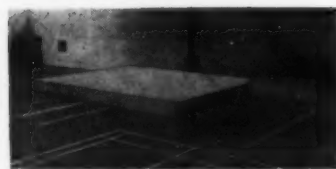
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Also an Educational Problem —

# Defamation of Government Employment and Corruption in Public Service

*Harold H. Punke\**

During the past year there has been considerable indignation among the American people regarding corruption in public service—especially among federal employees. Corruption and misuse of public funds, including the payment of salaries to public employees who are parties to corruption, always justifies the indignation of an alert electorate in a democratic society—regardless of the uses which partisan politics may make of particular instances. However indignation alone seldom contributes much to remedying basic causes of corruption. About the best it does is to cause some degree of change in the slate of public officials—depending in part on whether an election is sufficiently near at hand that the voters remain indignant until election day. If the slate is changed, it will probably take the incoming group a while to perfect their own machinery for making the maximum personal gain out of their new positions of public authority. During the process by which the seals of government change hands—with the attached retinue of patronage—there may be considerable net gain for the public. Part of the gain would accrue during the time required for the new group to perfect its machine as noted. Part of it would result from the lingering scrutiny of an aroused electorate, and from the necessity that the newly elected group would make a good showing during its trial period. However, no one political party has ever had a monopoly on corruption, and the improvements if any

which have accompanied a shift from one party to another have often been temporary.

These improvements have often been temporary because no particular effort has been made to determine the basic causes of corruption or to develop any permanent remedy. When a person abuses a public trust in an effort to secure immediate private gain, it is obvious that the immediate rewards which he receives for the abuse and corrupt practice are more important to him than any prestige or legitimate material reward that accompanies the service. If it is assumed that any human being is likely to yield to some form of temptation or other, then the degree of corruption and disregard for public trust on the part of public employees may be expected to vary with the relative appeal or value placed on legitimate reward and on illicit gain.

## Social vs. Monetary Rewards

There are several factors which influence the relative status or appeal of these two sources of reward. Particularly important for the present discussion is the social prestige of the public service, and the basis on which that prestige rests. In a society which is dominated by money and material wealth to the extent to which the society of the United States is so dominated, the salaries of public employees in comparison with earning power in other legitimate fields of employment is impor-

tant. However, in practically every walk of life, even in a country dominated by money consciousness, there are nonmonetary rewards which accompany practically every type of job. Among the nonmonetary rewards are such matters as the respect which fellow citizens currently have for the job, the extent to which one's efforts promise to influence future generations—or large areas of human association during the present generation—and the growth in social status, and the prospects of loss of social status as a result of violating a trust.

Although there is always justification for criticism of corruption in the public service, it would be unfair to most individual public employees and an important disservice to the nation as a whole to assume that a majority of such employees are dishonest or disreputable. But in any case the morality and ethics of public employees are part and parcel of the mores and general culture pattern of American life. If one has difficulty in recalling corruption in aspects of our social structure which do not relate to government employees, he might recall the excessive campaign expenditures of senators who are seeking reelection, or the "composite" photography used by some of them against opposing candidates to make it look like the latter cultivate associations which an alert public condemns; bribery and other dishonest practice to influence the outcome of intercollegiate athletic events; "book making" and the operation of slot machines or related gambling devices, with increased public confusion resulting from the fact

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that in some states several forms of gambling are legal; the operation of extensive vice rings based partly on illegal sex and liquor transactions — perhaps with the connivance of elected public servants in contrast with hired government employees; the use of extensive “public relations” budgets by organized power in agriculture, industry and finance, organized labor, and private professional service, as well as by religious, educational, and “philanthropic” agencies, in order to create a favorable public attitude toward the activities of the agency concerned and to influence public servants to enact or enforce legislation so as to be “lenient” on these agencies; the “shakedown” of small stockholders in private business corporations through manipulations of capital stock or other jockeying which provides bonuses and other special rewards for management at the expense of dividends for typical stockholders; or maneuvering to get incompetent kinfolk on corporate payrolls at attractive salaries.

### Continuous Scrutiny Needed

In America public employees operate in a goldfish bowl to a greater extent than most other employed people, in the sense that the activities of public employees are constantly open to public scrutiny. But the fact that such activities are “open” to scrutiny does not mean that they will be scrutinized unless the public *continuously* includes competent and interested members to scrutinize intelligently. Two major problems arise at this point; both are of growing importance in this country. Because of technological and industrial developments, political and economic changes within this country, and international relationships of various kinds, American society is becoming increasingly complex — and the rate of change in the direction of greater complexity is speeding up. In a complex society there are more different kinds of vocations as well as more different kinds of non-vocational relationships among the people. Out of these relationships grows the need for more different kinds of public regulation. More regulations become necessary because the greater number of possible contacts and relationships among members of the group means a greater number of points at which the strong and unscrupulous can exploit the weak. But more regulations and more points of supervision in the public interest also means more publicly employed persons to explain and enforce the regulations. It is possible for corruption and immorality in public service to occur at any one of the points where a public agency has responsibility for action in the interest of the people generally. Hence a complex society offers possibility for more different kinds and degrees of corruption than a simple society. It follows that if members of the public in a complex society are to be alert to actual and potential corruption in that society, it

will be necessary for them to direct considerable effort to understanding their social structure and to the relationship of structure to corruption and failure in public trust.

The second problem, regarding corruption in a complex society, might be looked upon as a counterpart of the capacity and alertness of typical citizens to recognize actual or potential corruption. It is the problem of developing a high level of ethics and civic responsibility in the general body of the population — from which a democratic society draws its public employees and which must include the persons who are responsible for scrutinizing and sitting in judgment upon the action of such employees. Schools have been criticized for failing to develop in children and youth the ethics and sense of civic responsibility noted. Schools will probably continue to be criticized in this way — while the critics strive to reduce appropriations for education and thus overload teachers and force them to work with inadequate equipment; while teachers and other educators overemphasize factual learning which can be readily checked off on “objective” tests, at the expense of developing the capacity to reason and evaluate or of developing ethical attitudes and habits; while the preparation of teachers includes little or no basic philosophy, but mainly teaching subject matter and techniques; and while both educators and outside critics fail to recognize the importance of the nonschool community in shaping the goals and habits of youth, often in ways which are contrary to the efforts of the school. A fundamental question that arises here, as in several other educational connections, concerns the extent to which the school which is controlled by the public can be an instrument for reforming that same public, and concerns the methods by which the school must operate in any such reform effort. The present article, however, is not the place for a comprehensive examination of this point.

### Weakness of Public Criticism

It is nevertheless important for the public, including the people responsible for the different levels of our educational system, to realize that intermittent broadsides fired promiscuously at public employees from the camps of partisan politicians are not likely to result in much long-range improvement in the quality of our public service. Broadside of this type have four major weaknesses: (1) The people in general realize that the partisan politician always has an ax to grind; that he wants to expose and exaggerate the shortcomings of his opponents and to hide or minimize those of himself and his associates. Non-partisan or at least bipartisan “watchdogs” are therefore important in this connection, although the public can sometimes distill considerable basic truth out of the cross fire of opposing partisans. (2) Partisan political blasts tend to blow hot and cold.

They do not have the consistency of aim or continuity of effort in public review and scrutiny that are necessary to insure ethical and efficient public service. Sporadic attacks will force many who are timid to crouch and seek cover, and will be severe on a few of the boldest who are detected farthest from cover, but it will do little if anything to improve the system which makes corruption possible or easy. It is the system that needs continuing attention, particularly in a society of continuous change and increasing complexity. (3) A third weakness of the sporadic-attack approach is that such attack overlooks the fact that when a public employee is involved in corrupt practice some individual in private business or some other non-government person is usually an accomplice or an instigator. This fact needs more consideration, with more certain and severe punishment of the accomplices and instigators, than is usually accorded it. Seldom would public employees be corrupt without the “help” of such other persons. (4) The fourth weakness is probably the most important; namely, that the morality of persons in public employment is part and parcel of the morality of the American people in general, the body of people from which the public employees are drawn and the people among whom these employees must live and associate while they work in the public service. If it is expected that the level of ethics and civic morality of a large group of public employees will be substantially higher than the level for the general public, there is likely to be disappointment. Hence, in addition to due punishment for individual employees who violate their public trust, it is important for each citizen to recognize himself as a condoner or contributor to the system which makes corruption easy, and to recognize that each has responsibility in improving the system. Little net improvement can be expected from ignoring this responsibility or from unconsciously trying to hide it behind such sporadic outbursts of public fury that no respectable government employee would dare let his wife appear in public in a fur coat or dare spend a week end at a resort hotel. Nor can much be gained by politicians or newspapers seeking to heap infamy on government employees in general as being “tax eaters,” “pencil pushers,” “passengers on the public gravy train,” “wasters of public funds,” etc.

Integrity in government and civic responsibility, and in the educational and other institutions which are concerned with the development of public morality in a complex industrial democracy like the United States, is not only essential to providing good government at home but it is also essential to convincing a confused and skeptical world that “big democracy” can be a strong, virile, and ethical form of social organization. But integrity in any government will always be a reflection of the level of integrity in the total social order of which that government is a part.



# Teachers and the Boards of Education

C. A. Weber, Ph.D.\*

Service on a board of education is a public responsibility of the highest order. The service rendered by members of boards of education has too often been overlooked by the professional staff members who, themselves, face so many of the difficult and time consuming problems of the schools.

Boards of education are elected by the people, in conformity with our democratic ideals, for expressing the judgment of the people regarding the operation of the schools and for guaranteeing to the people that the program of public education in the community will meet the needs of their children and of society.

Since public school districts exist by creation of the state, rather than by sufferance of the state, for the express purpose of carrying out a program of education which is the responsibility of the state, boards of education have a responsibility to state government. Operating as an arm of the state government and deriving its powers from the state legislature, the local board of education cannot evade its legal responsibility to the state as a whole. This means that the board of education is obligated to carry out its part of any state-wide program of education.

Every state sets up certain requirements for teachers and all but one state<sup>1</sup> issue teaching certificates as evidence that these minimum legal requirements have been met. The board of education, then, is obligated to employ only those persons who meet the minimum requirements established in the certificating laws. The board of education should be aware of the fact that the requirements set by the state are only minimum requirements, that it has the right to add to the requirements established by the state.

## The Chief Responsibility

The board of education's chief responsibility is to the children of the community it serves. The board should consider all of its actions in the light of their effect upon the children. While differences may, and usually do, exist as to what constitutes the

welfare of children, no compromise with the principle should be made. Schools exist for the sake of the children who attend them. Consideration of the welfare of teachers, the board of education, and the community are secondary to consideration of the welfare of children. Thus the board of education has a responsibility to employ, retain, and reward only those teachers whose work adequately and effectively serves the needs of the children.

Boards of education have a responsibility to the taxpayers because the taxpayers have a right to expect that their money is spent wisely and with due regard to two major factors, namely, the welfare of the children of the community and second, to the financial solvency of the school district. Economy in expenditures, reduction of waste, and strictness in accounting for funds are obligations which every board of education has. Board members are obligated to see to it that economy in terms of professional services is as carefully watched as economy in terms of coal, supplies, and maintenance. Economy in terms of professional services means securing and keeping the best teachers which the community can afford. Economy with respect to professional services must be measured in terms of growth, because the best teaching is being done by teachers who are growing, continuously, in their understandings of the job to be done and in their abilities to devise increasingly better plans of action for achievement of the goals embraced in their enlarged understandings.

The board of education has responsibilities to its professional staff. It is the responsibility of the board to see that the professional staff of the schools can work as a professional group rather than as hired hands who work at the beck and call of

the overlord. It is the responsibility of the board to establish policies which will enable the professional staff to give its best efforts to the job at hand, namely, the education of the children. This means that boards of education should provide the type of environment which will free teachers to use initiative, to make inquiry, to discover new plans of action, to try out such plans, and to evaluate them; it means recognition and appreciation of good work, it means a salary plan which promotes growth, an atmosphere of good will and esprit de corps; it means enactment of policies which will provide for tenure, retirement, sick leave, and leaves of absence for professional self-improvement.

## Some Rights of the Board

If a board of education is charged with responsibilities, it also has rights. In this discussion, we are chiefly concerned with the rights of boards of education in terms of what they may expect of the teachers.

First of all, a board of education has a right to expect that teachers have been reasonably well prepared in their pre-service education for the specific assignment given them. For example, a board has the right to expect that a teacher employed to teach in the elementary schools has been specifically educated for that purpose. If a teacher's pre-service education was primarily for the purpose of preparing that person to teach typing and shorthand in a high school or business college, it is certainly unfair and unwise to expect a board of education to pay such a teacher to teach elementary school children. This is true though the teacher by special provisions of emergency laws, may have been pressed through some 12 weeks' emergency training resulting in a temporary certificate to teach in the elementary schools. Even though a teacher shortage may compel the employment of such a teacher, the board has a right to expect more adequate and special preparation for the job to be done.

The board has no obligation to pay such a teacher according to some salary schedule which places her in a particular class merely because she has a bachelor's degree.

The board of education has the right, also, to expect that teachers who have been employed to serve the community should grow in service. It is a mistake for teachers to feel that possession of a college degree or of a teaching certificate is enough.



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<sup>1</sup>In Massachusetts there are no state requirements for teachers below the ninth grade, but requirements are set by local districts. See R. C. Woellner and M. A. Wood, "Requirements for Certification of Teachers, Counselors, and Administrators," University of Chicago Press, 1949-50.



Boards of education certainly have the right to feel that every teacher employed will attempt to improve herself as a professional worker. Teachers should not feel, either, that merely serving a school district year after year will meet the expectations of the board of education. Continued service in a district, if it is accompanied by a definite effort and plan to grow, is likely to cause a teacher to become a better instructor, but if it is not accompanied by a conscious and real attempt to grow in service, such accumulations of years of service may be totally worthless toward improvement. Boards of education have a right, then, to expect teachers to engage in such activities within the school system, as will be likely to cause them to grow in their abilities to direct the learning activities of children. Such activities may, of course, include further study in teacher education institutions or they may include activities external to such study.

### The Teacher's Physical Fitness

Boards of education have a right to expect teachers to be physically fit to teach. An energetic teacher vitalizes the whole learning experience of children. Energy is imparted and produces energy in others. The existence of abounding health on the part of a teacher will go far toward producing what is known as enthusiasm for learning. Teachers who rise in any marked degree above the ordinary are those who have conspicuously more drive, more endurance, greater vigor of body and mind than the ordinary. The teacher's effectiveness is in the first instance dependent upon his basic physical health, strength, and robustness. Apathy, chronic fatigue, sluggishness — these are dangerous foes of teachers which only abounding health can combat. Boards of education have a right to expect teachers to be physically fit to teach, and what is just as important, they have an obligation to see that the school system is so operated as to promote and maintain the health of teachers.

Boards of education have a right to expect teachers to eliminate absenteeism except for illness, accident, disease, or emergencies which necessitate absence. The board of education employs a teacher to do a specific job; it does not contract with a teacher to supply teaching service by a substitute. Sometimes, and far too often in some school systems, teachers attempt to "use up their surplus sick leave" after they have accumulated the total allowed by board-of-education policy. The writer once found a teacher who for years had taken one whole month of vacation from December 20 to January 20 — the last two weeks always due to illness. This teacher was discovered in Florida enjoying her "customary month of winter vacation." This is an extreme, of course, but boards of education have a right to expect that teachers, barring illness, accident, disease, death in the family or other reasonably good cause

established by the board, should always be on the job.

Boards of education have a right to expect that teachers will be competent to perform the tasks assigned them. Regardless of the academic degrees earned or the possession of a teaching certificate, the board has a right to look at the teaching job being done to determine whether or not the teacher shows evidence of competency. To this end the board of education employs superintendents, principals, supervisors, special counselors, and others to evaluate the work of teachers. Furthermore, the board has a right to request the whole teaching staff within a school system to periodically engage in a program of evaluation to the end that the professional judgment of the staff may be utilized to assist in determining whether or not teachers are doing the work which should be done. The board should not assume the right of evaluation of teaching by persons who, themselves, are incompetent to judge.

### Must Keep Up Professionally

Boards of education have a right to expect that teachers will keep abreast of theory and practice in education in general and in their general teaching fields in particular. This means that boards of education have a right to expect teachers to study the writings of experts in educational theory and practice; to be familiar with research in the field of education; to be familiar with the experimentation being done in their teaching fields; to acquire new knowledge in their areas of specialization and to keep abreast of the literature in their fields. One of the most unfortunate commentaries upon teachers is that many of them never read a professional book and never make any attempt to discover what research workers have discovered about teaching and learning. In a recent research study which included a well-selected sample of all the secondary schools in 20 states the investigators found that teachers, in their meetings, discussed such topics as Guidance, Curriculum, Grades and Marks, Methods of Teaching, and Pupil Problems and needs quite frequently, but that these same teachers rarely if ever read educational magazines or educational books which would give them the results of research in the fields of How Children Learn, Experiments in Education, Methods of Teaching, or Social and Economic Problems. How can teachers intelligently attack problems of guidance, the curriculum, evaluation, or marking if they nearly ignore the research and the professional literature concerning the nature of the learning process, experimentation with methods, and evaluation? Certainly the board of education has a right to expect that teachers keep abreast of these matters just as the people have a right to expect that physicians will continually study the latest developments in the field of medical science.

Boards of education have a right to expect teachers to pool their knowledge and understandings of educational problems for the purpose of developing policies and procedures within the school system which are most likely to result in a better program of education for the children of the community. Teachers should be expected to assume responsibilities of leadership in working with fellow teachers, other employees of the district, board members, and people of the community in attacking problems pertaining to the maturation and education of young people. Every teacher should be proficient in participation in group thinking and in leadership in such situations. Every teacher should be proficient in surveying and analyzing the natural and cultural aspects of the school and community, with particular reference to community processes, and in utilizing the information discovered in developing an improved educational program. Every teacher should be proficient in participating with learners in the discovery and establishment of effective teaching-learning policies, procedures, and units of instruction. Every teacher should be proficient in evaluating educational programs and the achievement of individual learners. Every teacher should be proficient in interpreting the educational program to the public. And the board of education has a right to expect that teachers will work together as professional people to gain these proficiencies.

### Duties Toward Teachers

But rights are always accompanied by responsibilities. What are some of the obligations which boards of education have to teachers?

Boards of education have an obligation to pay salaries to teachers which will enable the district to employ and retain teachers who live up to the expectations of the board. No board has a right to expect the finest type of teacher in its school system if it pays wages comparable to those being paid chorewomen in the community. If a board of education has attractive salaries for beginning teachers, but a poor salary plan for other teachers, it may be able to employ promising young teachers, but these teachers will either leave or succumb to stagnation. There must be a salary plan which will both attract teachers of promise and keep teachers who live up to the expectations of the board.

Furthermore, the board of education has an obligation to pay salaries which will foster and encourage teachers to grow in service. To expect a teacher to subscribe to magazines in her field, to purchase books and research reports, to study, to pay tuition fees for college credit, to travel, to attend professional meetings, to participate in research, when the salary is quite inadequate to meet the basic needs of food, clothing, shelter, old age, membership in professional organizations, illness insur-

ance, reasonable recreation, and taxes is utter foolishness.

The board of education is obligated to provide facilities which will enable teachers to become increasingly more competent. Chief among these is an adequate and growing professional library.

If current periodicals and journals are missing, in many cases, current research studies are almost unknown. The board of education has an obligation to supply and maintain a library of periodicals, research studies, monographs, books, mimeographed materials, and pamphlets to enable the teachers to really go to work on basic problems in their fields. But this isn't enough, there must be a place where these materials may be stored and used.

### Protect Teachers' Health

The board of education has an obligation, also, to see that arrangements are such as to be conducive to the health of teachers. No board can expect teachers to be healthy if they are forced to work in quarters which are not healthy. Neither can a board expect teachers to be healthy if arrangements are such that teachers are worried and frustrated. Any program of education which fails to recognize the fundamental significance of maintaining and building teachers' health will disintegrate for lack of wholehearted support of teachers themselves. It cannot be a program which irritates, or overtaxes, or otherwise creates undue emotional disturbance or fatigue. Some of the chief obstacles to the health of teachers are:

1. Occupational insecurity
2. Inadequate financial return
3. Lack of recreation
4. Frustration caused by poor conditions of employment
5. Inadequate plans for sick leave
6. Inhibitive rules and regulations
7. Lack of wholesome relationships between teachers, supervisors, and administrators
8. Failure to reward teachers financially for participating in activities likely to produce growth in service
9. Inadequate provision for teachers to share in the determination of school policies

One research in the field points out that to secure teacher health, there must be (1) an adequate and well-planned salary plan, (2) adequate sick leave, (3) adequate distribution of the extracurricular load, (4) planned recreation, and (5) provision for teachers to participate in planning.<sup>2</sup>

These same investigators wrote: "Particularly is there a need for setting up situations which remove tension producing stimuli and foster a more wholesome resolution of conflicts."<sup>3</sup>

### Mental Health Most Important

Health of teachers is not only a result of physical environment and appropriate

<sup>2</sup>Weber, C. A., and Garfield, S. L., "Teachers Reactions to Certain Aspects of In-Service Education," *Educational Administration and Supervision*, 28:463-8 S., 1942.

<sup>3</sup>*Op. cit.*

## Education—An American Heritage\*

WE, THE PEOPLE of New York State, believing in the equality of opportunity for all and realizing that education is fundamental to our democratic way of life, do hereby recognize and accept these basic premises:

that every youth shall be afforded the opportunity to obtain at least a high school education;

that every youth shall have the fullest opportunity for moral and ethical development in keeping with our American heritage;

that every youth has certain needs and responsibilities that are common to all youth and to the perpetuation of our democratic society;

that every youth, as a person of inherent worth, differs from every other young person in respect to health, mental ability, interests and background.

Since these premises are self-evident to those who have faith in our democracy, it becomes necessary that our high schools provide:

a program of studies in general education that will insure the unity of our people for the common good;

diversified experiences and educational services that will meet the educational, vocational and avocational needs of our youth;

a variety of standards flexible enough to permit each to succeed according to his own ability;

counseling that will help young people make intelligent choices beneficial to self and society;

those services that will assist youth to be physically and mentally healthy;

qualified teachers, extended research and expanded facilities to meet more effectively the changing demands on education.

Recognizing that the school is but one segment of our complex society requiring the full support of the community, we conceive it our duty as citizens of New York State to provide for the full support of these schools to guarantee each youth his American Heritage.

—New York State Regents Council on Readjustment of High School Education

\*Credo adopted by the Council, November 9, 1951.

provision for rest; it is also a result of the emotional and attitudinal status. Fletcher has emphasized the fact that if a teacher is to be successful in the handling of children, she must have the right emotional effect upon them.<sup>4</sup> She cannot do this unless she is mentally healthy. This imposes a serious obligation on a board of education; namely, to see to it that objective arrangements affecting teachers will have the right emotional effect and assure wholesome attitudes on the part of teachers toward the school administrative organization.

The job of the teacher is a big one and boards of education should see to it that the schedules of teachers allow for time to work together on the aims and problems of the school. Too often the only available

time for teachers to work co-operatively as a whole staff or on committees is at the end of the school day when they are fatigued from the pressures of the day's work. A study of faculty meetings reveals that 83.6 per cent of such meetings are held after school; 6.5 per cent are held before school opens in the morning; 5.3 per cent at night; 1.6 per cent on Saturday, and less than 1 per cent within the scheduled day.<sup>5</sup> Teachers and school administrators agree that one of the significant obstacles to successful results from faculty meetings is the fact that no provision is made in the schedule for such meetings.<sup>6</sup>

The whole experience of teaching, if

(Concluded on page 86)

<sup>5</sup>Weber, C. A., "Techniques Employed in a Selected Group of Secondary Schools of the North Central Association for Educating Teachers in Service," p. 178.

<sup>6</sup>*Loc. cit.*





A realistic approach of the plight of the average housewife comes during a student field-trip to the corner grocery store. A student, through an actual purchasing procedure, notes the rapidity with which the average purse is emptied in purchasing the bare necessities.

## What the Schools Can Do About Inflation

### A Picture Story

THE danger to the American standard of living which uncontrolled inflation would create has been emphasized on frequent occasions by Defense Mobilization Director Charles E. Wilson. The gravity of this danger in the school field has been reflected in the multiplying costs of school construction.

The need for credit restrictions, price and wage controls, and higher taxes to drain off civilian purchasing power, is generally admitted. These curbs on inflation, however, cannot be effective unless they receive wide spread citizen support.

This is where the schools can help by incorporating into their programs of instruction projects aimed at giving an understanding of inflation and how to check it.

The joint council on economic education has worked out a teachers' guide on ways to do just that. The projects suggested range from group discussion on various subjects to showing film strips—relating to inflation and its control. The pictures here illustrate some of the possibilities.

School administrators can write to Curtis Warren, a former Superintendent of Schools, who now heads the Education Section of the Program Division of the Office of Price Stabilization. He'll be glad to advise on curriculum activities concerned with price control. Dr. Warren will also be available as a consultant at curriculum conferences or as a speaker at professional or public meetings.



A project of an economics class might well be to study the inflationary gap, by way of checking income versus goods and service. This group was assigned to analyze that question and then put out a bulletin highlighting their findings. Copy was prepared and cut on stencils for circulation in the school and the neighborhood thus broadening the results of the project.





The anti-inflation literature, prepared in class, distributed in this case to one of the teachers. This procedure gives real focus to the efforts of the students.



After research, a student is assigned to discuss an aspect of the subject of inflation on the practical level before the class.



Studying the O.P.S. classification of stores on the consumer level, a student observes the type of store falling into a particular category.



To get first-hand information on buying habits, a student interviews a passer-by in front of a store.



Banking, currency, and credit is studied first-hand by making a tour of a bank.



A realistic approach of the plight of the average housewife comes during a student field-trip to the corner grocery store. A student, through an actual purchasing procedure, notes the rapidity with which the average purse is emptied in purchasing the bare necessities.

## What the Schools Can Do About Inflation

### A Picture Story

THE danger to the American standard of living which uncontrolled inflation would create has been emphasized on frequent occasions by Defense Mobilization Director Charles E. Wilson. The gravity of this danger in the school field has been reflected in the multiplying costs of school construction.

The need for credit restrictions, price and wage controls, and higher taxes to drain off civilian purchasing power, is generally admitted. These curbs on inflation, however, cannot be effective unless they receive wide spread citizen support.

This is where the schools can help by incorporating into their programs of instruction projects aimed at giving an understanding of inflation and how to check it.

The joint council on economic education has worked out a teachers' guide on ways to do just that. The projects suggested range from group discussion on various subjects to showing film strips—relating to inflation and its control. The pictures here illustrate some of the possibilities.

School administrators can write to Curtis Warren, a former Superintendent of Schools, who now heads the Education Section of the Program Division of the Office of Price Stabilization. He'll be glad to advise on curriculum activities concerned with price control. Dr. Warren will also be available as a consultant at curriculum conferences or as a speaker at professional or public meetings.



A project of an economics class might well be to study the inflationary gap, by way of checking income versus goods and service. This group was assigned to analyze that question and then put out a bulletin highlighting their findings. Copy was prepared and cut on stencils for circulation in the school and the neighborhood thus broadening the results of the project.





The anti-inflation literature, prepared in class, distributed in this case to one of the teachers. This procedure gives real focus to the efforts of the students.



After research, a student is assigned to discuss an aspect of the subject of inflation on the practical level before the class.



Studying the O.P.S. classification of stores on the consumer level, a student observes the type of store falling into a particular category.



To get first-hand information on buying habits, a student interviews a passer-by in front of a store.



Banking, currency, and credit is studied first-hand by making a tour of a bank.



# Should Administrative Functions Be Limited? *Lester Vander Werf\**

The growing awareness of the relationship between school and community, crucially emphasized by the recent attacks on the schools, draws it bead on the administrator as the vulnerable official. So urgent is the reconsideration of the question of administrative functions that a series of nationwide studies under the title of Co-operative Program in Educational Administration is being financed by the Kellogg Foundation. The program has as some of its important foci the expanding role of administration and its evolving new patterns. The recent studies by the Metropolitan School Study Council, the state of West Virginia, and others strongly document both the need and the areas of exploration.

Some difficult issues come to mind when a reappraisal of administrative function is contemplated. It is to be expected that a flood of literature will appear in the next few years on the theory and practice of educational administration to compare in depth and scope with similar studies in business and government. Some of the issues to be faced are cited below together with a few considerations raised by the issues.

## What Criteria to Use?

**BASIC ISSUE:** *What criteria shall be used in defining the functions of school administration?* It is impossible now to set such criteria. Indeed it is not the purpose here to do so. However, it is hoped that the subissues which follow will raise questions concerning them. Many developments are in the wind. As one attempts to penetrate the fog in our educational world he is impressed with the interrelatedness of all cogent considerations. No one, then, should think of any issue as being isolated except for purposes of discussion.

**SUBISSUE I:** *What bearing does increased complexity of general educative functions have upon administration?* Implications for this issue seem to lie largely in three areas.

a) *Learning.* What should an administrator know about this core of the educational process? The answer will in part be found in growing agreement among psychologists and educators on the basic conditions of learning, partly on the present role of the administrator regardless of the

direction in which it evolves; partly, again, in terms of projected concepts resulting from investigation. At the moment at least it would seem incredible that any professional educator could operate without such knowledge or, better, behavior developed from insight in this field.

b) *Curriculum.* Any concept of learning is at once enlivened and complicated by curriculum considerations. The "new" approaches to the teaching of arithmetic entailing both meaning and significance can be cited as a case in point for a two-level purpose. Arithmetic, representing a group of basic skills (which incidentally are being redefined) is an essential but relatively small segment of the total curriculum, as contrasted with, for example, the larger program devoted to citizenship training, social skills, personal adjustment, attacks on major problems, etc., and *the place of arithmetic in it*. Not only are our sights continuously rising as the expanding power of education is revealed, but the breadth of the program continues to extend beyond the dreams of a few years ago.

c) *Extension Upward.* A concurrent aspect with learning and curriculum is the revision of our thinking into the field of adult education. If learning continues throughout life as we now believe, it may well be that we face drastic changes in our evaluation of the kinds of learning experiences adults will desire and demand. It is none too soon to stretch our imagination to a possible topsy-turvy educational world where adult learning will be a major portion of the program of time, space, and cost.

## New Community Demands

**SUBISSUE II:** *What bearing do increased community demands have on the function of administration?* It is relatively easy with even a little experience and a few chats with colleagues to build a caricature of the administrator as being a politician, supersalesman, dynamo of persuasion, community punching bag, and dagger dodger. In all too many communities the superintendent must be all things to all people for he must above all make his job safe for himself. Some have said so — the main job is "public relations." But where does it end? One can find encouragement in some quarters for all staff members, supervisors, and teachers too, to "get out among 'em" and sell the program by contact.

Eventually the only people left in school will be the students and they will have television.

Must the administrator spread himself so thin that he is no longer administering anything? Have we forgotten that our best public relations boon is the student? In the dictum of business, "you can't sell what you don't have," although some have tried it. All of this takes us to the crucial

**SUBISSUE III:** *Where can the administrator make the best community contribution?* Mary Follett forcefully makes the point that an executive in business can contribute most to community life through the service of the business itself. Could not the same be said for educators? Should educational administration aim at developing the latent powers in the school population, the general population, or both? Cannot other agencies do the latter? If so, must the educator be part of them? If the former, certain implications come to mind. For one thing, it may mean staying on the job, for there are things to do. It raises the question of what a good administrator is. If he is one who develops such a smooth organization that he will not be missed in his absence, one begs the question of how much longer can the school do without him. If permanently, he has no function. Temporary absences to convene with professional colleagues may make more sense to some citizens if the emphasis is on school rather than community. But there is so much confusion in the mind of both citizens and educators that *direction* for professional growth has little meaning.

If the administrator becomes co-ordinator, the question of what is co-ordinated can legitimately be asked. To co-ordinate the functions within the school is one thing; to co-ordinate school and community is quite another and implies some kind of outside organization, parts of which are functioning in relation to others. And whose responsibility is it to create such organization to say nothing about maintaining it?

## Who Will Set Criteria?

**SUBISSUE IV:** *What shall be the training of the administrator?* Obviously it will depend upon which of the three directions the functions develop. Or some combination. As it is now, no one knows. To say it differently, present efforts are guesses.

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If the primary emphasis shall be on functions *in* school, is successful teaching important? How much? Who will define it? Should the training be more extensive than the teacher's, simply different in kind, or superimposed on it? And so on throughout the various directions.

The final decision may well hinge on how our present social organization is analyzed and defined. Subsuming interdependence as the key concept of our time, where

do we go? Does it mean only the interpenetration of school and community functions or something more?

We may wind up with administration not a hierarchy of individuals, but as integration of groups (with co-ordination as procedure). One group being "employed" as administration with various interrelated functions channeled through individuals, the group reaching into every defined aspect of community life. Expanding per-

sonnel is already an accepted feature of most administrative designs. Is this the "blind" preparation for what no one can now see even dimly?

It is to be suspected, from our opening statement, that educators alone will not attempt the defining. Whether we like it or not, the citizens are too involved in the schools for that. All of which raises another singularly significant issue: *Who will set the criteria and how?*

## The Florida Plan for —

# Sound Financing Necessary for Adequate Schoolhousing *Edgar L. Morphet\**

Thus far most states have not been realistic about the problem of providing adequate housing for their rapidly increasing school populations. More than half of the states require all or practically all of their school-plant needs to be financed from local school revenues, yet the evidence clearly shows that many local school systems in every state cannot provide even the plant facilities needed at present. The coming years will bring much greater problems.

Here are some of the reasons the problem is so serious in most of the states:

1. Many school districts have been able to do little or nothing to rehabilitate or expand their plant facilities for many years. This situation has resulted from conditions which prevailed during the depression years when limited funds were available, during the war years when construction was practically impossible, and the recent high construction costs.

2. In most states funds provided by the state for schools are either restricted by law to be used for current expense purposes, or are so inadequate they have to be used entirely or almost entirely for such purposes.

3. The bonding capacity of local school systems in practically all states is limited by law to a certain per cent of the assessed valuation; and the limits are so low in many states that numerous districts, particularly those with little wealth, have no possibility of meeting their school plant needs. Moreover assessed valuations have increased much more slowly than construction costs.

4. The tax base for school plant construction and bond retirement in most states is restricted almost entirely to revenues from general property taxes, while the base for other phases of the school

program has been broadened through state support to the extent that it is more in keeping with recent economic trends.

5. In many areas a considerable number of local school districts are too small to justify the plant facilities needed for a modern school program and have too limited resources to finance adequate facilities at centers where they are needed.

6. Even in states which have succeeded in organizing districts of reasonably adequate size, the range in ability to support the educational program is usually from ten to fifty or more to one. The less wealthy districts simply cannot afford to levy the taxes on property that would be required to construct satisfactory facilities.

### Some Encouraging Developments

Some 22 states have taken definite steps in the direction of solving this problem by providing state funds to assist in financing local school capital outlay projects. However in at least one fourth of these states the funds provided are little more than token grants that are too inconsequential to make much difference for most local situations. In about one half of the remaining states that provide some support for capital outlay, the program is specifically designed to care only for emergency needs. California, Connecticut, Massachusetts, Mississippi, North Carolina, Virginia, and West Virginia have provided appropriations to be available only until used. In fact the laws in at least two of these states (North Carolina and Virginia) state specifically that the provision of the present grants is not to obligate or set a precedent for the state in the future. In Connecticut and Massachusetts, while the present grants have definite termination dates, the plan commits the states to continue to assist participating local school systems to retire obligations which have

been approved in connection with the current program.

In Alabama, Arkansas, Delaware, Florida, Georgia, Maryland, New York, Ohio, Pennsylvania, South Carolina, Tennessee, and Washington the present appropriations are in the nature of continuing programs. However the continuing fund in New York is only for central school districts; the Ohio appropriation only for rehabilitation, and some of the other appropriations have other similar limitations.

The continuing appropriation in Alabama is entirely too small to meet the needs. While it was supplemented a few years ago by an emergency appropriation that provided considerable assistance, the amounts available are sufficient only to make a beginning toward providing adequate housing. The Maryland continuing appropriation likewise is relatively small but has been supplemented by an appropriation from the proceeds of a state bond issue which districts must match at a rate of \$3 for every \$1 of state money provided. When the bond funds are exhausted, the continuing program will have to be increased if it meets the needs. In Pennsylvania the funds are provided by a state building authority which may issue bonds, construct buildings, and rent them to local school systems. This plan would not be of much help to the less wealthy districts except for the fact that the state has now provided for part of the rental costs of these districts to be included in the equalization program.

The three new programs established last year in Arkansas, Georgia, and South Carolina have considerable interest and incorporate some promising features. However the Arkansas program, involving \$300 per classroom unit annually for capital outlay, while constituting a major step forward in that state, is somewhat too limited and state finances may not permit

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even this amount to be provided in full for the present. The new Georgia foundation program plan also represents a significant advance for that state. The program includes limited provision for capital outlay funds annually (at least \$200 per teacher unit) for each local school system. A state School Building Authority has also been established which is authorized to issue revenue bonds to finance the construction of facilities required to meet immediate needs. Local school systems granted loans or "advances" may use their annual capital outlay allotment to pay the "rental charges"—that is to repay the loan.

### South Carolina Plan

The new South Carolina program promises to come fairly close in several respects to meeting criteria for a satisfactory finance plan. The amount assured for capital outlay each year is approximately \$15 per pupil, or roughly \$400 per classroom unit which must be set aside for construction at recognized permanent school centers based on applications and a survey to determine school plant needs, or for retirement of indebtedness for school construction. To enable districts with urgent needs to proceed with their program at once, not to exceed \$75,000,000 in state bond funds have been authorized which can be used for advances or "loans" which may be made up to 75 per cent of the annual allotment for 20 years. Such advances must then be repaid from the annual capital outlay apportionment for the district. This program, however, is administered by a specially created State Educational Finance Commission, rather than by the State Department of Education.

It will be seen from the above summary that, while several states have recognized the seriousness of the problem and have made a beginning toward working out a solution, the number of states that have gone far enough to put the program on a sound realistic basis is extremely limited. In fact, up to the present time, in no state has the program been adequate to assure that school plant needs can be met as they arise in every district with equitable effort on the part of the local taxpayers. Unfortunately, perhaps because of the emergency nature of the program and the desire to try to care for the most urgent needs, several states have established detailed controls and requirements that, if continued, may tend to hamper local initiative and responsibility in the school plant field. This, in fact, is a serious danger involved in several of the present state programs.

### Significant New Florida Plan

A significant recent development in Florida, if implemented as proposed, should place that rapidly growing state in the forefront in planning to meet its school plant needs. A constitutional amendment approved by the 1951 Florida Legislature,

if endorsed by the voters in 1952, should enable every local school system in the state to provide reasonably adequate school plant facilities for all children in the immediate future and to continue to meet school plant needs as they arise.

To understand how this plan will operate it is necessary to summarize briefly the present continuing program which was adopted and put into operation in 1947. As a result of the comprehensive study by the Florida Citizens Committee on Education, the school finance plan was completely revised, and a partnership plan of state-local support now provides for a comprehensive foundation program of education including capital outlay.

The minimum amount provided each year from state and local funds for capital outlay through this program is \$400 per instruction unit. An instruction unit is allotted in the state support formula for each 27 pupils in average daily attendance in all schools of 300 or more, with additional units for education of exceptional children, adult education, vocational education, and for special administrative, supervisory, and instructional services. Adjustments establishing fewer pupils per instruction unit are provided in the formula for all small isolated schools, but not for nonisolated schools. Thus a county (which is the administrative unit in Florida) with 1000 instruction units has available for capital outlay purposes from state and local funds a minimum of \$400,000 per year through this program. As the number of instruction units increases, this amount increases.

The amount which is thus provided for capital outlay may be used during the year, may be accumulated for a few years and then used, or bonds may be issued to provide for the immediate needs and the foundation program capital outlay allotment may be used to retire the bonds.

Each county makes a uniform effort, as determined by an index of taxpaying ability, to support the entire foundation program. Under the formula all counties participate in the program in accordance with need, but the amount provided by the state ranges from about 50 per cent of the cost of the program in the most wealthy county to about 90 per cent for the least wealthy.

### Basis of Plan

The program is based on a plan which assumes that every classroom unit (in-

cluding the related service areas) in the state should be replaced or completely renovated every 40 to 50 years and that new classrooms should be provided as needed to meet the increasing enrollment. Thus if the average construction cost for a classroom unit including related service areas is \$20,000 (and it has been less than this amount in Florida prior to the present year) each county would have available through the program over a 50 year period,  $50 \times \$400$  or \$20,000 per classroom unit, or the amount needed to cover approximately the construction or renovation cost.

The money authorized in the program for capital outlay (as well as that provided for other purposes) is apportioned monthly in accordance with the allocation formula. The only special requirement for participation is that an approved survey be made in the county to determine permanent school centers and needs in the order of importance. The funds must be used for capital outlay at these permanent centers or to retire indebtedness incurred for such purposes. However if a county develops a plan showing that all needs can be met satisfactorily from the capital outlay portion of the fund and a balance remains, this balance may be used for retiring previously existing indebtedness.

Surveys have now been completed in all counties in the state and each county has filed a long-term capital outlay plan with the state board of education. This plan shows the location of permanent elementary, high school, and junior college centers and gives the steps to be taken in carrying out the proposed program. On the basis of these surveys the estimated cost of carrying out the needed construction throughout the state during the next few years will be between \$150,000,000 and \$200,000,000. The amount provided annually through the capital outlay portion of the program based on the present number of instruction units is approximately \$8,000,000. Thus over the next 20 years approximately \$160,000,000 will actually be available through the program toward meeting the estimated costs. Additional amounts can be and are being provided through bond issues and higher tax levies.

This program has the advantage of providing for all bona fide capital outlay needs on a reasonably adequate basis over a period of years. It places maximum emphasis on local responsibility and initiative because the local school systems must assume the responsibility for having the survey completed and for planning, adopting, and carrying out a long-time program. It reduces the need for state requirements and controls to a minimum.

### The Problem of Some Counties

A major difficulty with the present program has been that many counties have urgent needs that go far beyond the annual amounts provided and the only way these needs can be met is through local bond





The Board of Education of the Alice Independent School District, Alice, Texas, is engaged in an important school improvement program. Recently a special bond election was held for the issuance of \$500,000 for a new junior high school building. This issue was passed just as a \$2,000,000 improvement program was being completed in which an administrative unit, a high school library, one elementary school building, music hall, two cafeterias, and thirty new classrooms were built. All old structures have been modernized with emphasis on classroom lighting.

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issues. While the most wealthy counties could meet their needs in this manner with bond issues that represent a small percentage of the assessed valuation, the least wealthy counties would have to issue bonds representing a relatively high percentage of their valuation. Since bond elections must have a favorable vote of a majority of the freeholders on the registration list, many counties have difficulty in voting bonds because those who do not participate in the election, in effect, cast a vote against the bond issue. Furthermore some of the less wealthy counties would have to pay a high rate of interest on these bonds if they could be voted because of the heavy bonded indebtedness that would be required.

In order to overcome this difficulty the legislature has recently approved the previously mentioned constitutional amendment which provides for the state to loan or, in effect, to advance funds needed by counties to carry out their capital outlay programs. Counties can then use their \$400 per instruction unit annual allotment or as much of that as is needed to repay the state.

In Florida, by constitutional provision, the state is prevented from incurring any indebtedness under ordinary conditions. The state therefore could not issue bonds directly. The proposed constitutional amendment authorizes the state board of education to issue revenue bonds or tax anticipation certificates in amounts which can be serviced by funds accruing to the counties under the foundation program plan. Each county board which desires a loan or advance must request the state board to issue the necessary bonds. The application must give the amount to be

borrowed and show that the funds are to be used for the purposes set forth in the long-time school-plant programs of the county.

To provide security for such bonds or revenue certificates the constitutional amendment pledges, as a first claim against the annual receipts from automobile license tags, the amount needed for all instruction units in the state at the rate of \$400 per instruction unit, or approximately \$8,000,000 annually at the present time. This fund is set aside in the state treasury in what is known as the "Capital Outlay and Debt Service School Fund" to be used as and if necessary in retiring bonds that are issued. If no bonds are issued in behalf of a county, the funds accruing under the foundation program plan to a county are remitted directly to it.

According to present calculations the proposed constitutional amendment would result in saving most counties an average of at least 1 per cent interest per year on the money borrowed over what would have to be paid if bonds were to be issued by the counties. Furthermore, and most important, it would enable every county to borrow immediately any funds needed to complete its capital outlay program and to have this loan repaid from the proceeds of its capital outlay allotment over a period of not to exceed 20 years.

Figures available from the surveys show that if this amendment is approved by the voters, each county will be in position to meet all of its capital outlay needs under this plan within the next few years. It will not have to wait until revenues become available under the original plan and thus, in the meantime, handicap the educational program because of inadequate buildings.

### Limitations of Plan

These statements should not be interpreted to mean that Florida has developed the ideal plan for meeting capital outlay needs. In fact the present plan has some serious limitations. The \$400 per instruction unit which was reasonably adequate four years ago is now becoming too limited to assure satisfactory facilities and to cover the necessary interest costs over a period of years. It should be related to a construction cost index so the amount available through the program will be increased as costs increase, somewhat as has been done in the case of the fund for central school districts in New York. Eventually a more refined measure than the classroom unit may need to be developed, although this seems to work fairly well in a county unit state. Finally, to assure satisfactory local administration of the program, the present system of selecting the administrator (the county superintendent) by popular vote will undoubtedly have to be superseded in the near future.

Even with these limitations the Florida plan for financing school capital outlay is reasonably adequate and is realistic. It places maximum emphasis on local initiative and responsibility, yet assures that funds will be made available as needed at a minimum rate of interest. It broadens the tax base for school plant construction and indebtedness so the program need no longer be limited by general property taxes or bonds which cannot exceed a limited percentage of the assessed valuation of general property. It assures that plant facilities can be provided as needed throughout the state without an excessive burden on the taxpayers even in the least wealthy school districts.



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Figures available from the surveys show that if this amendment is approved by the voters, each county will be in position to meet all of its capital outlay needs under this plan within the next few years. It will not have to wait until revenues become available under the original plan and thus, in the meantime, handicap the educational program because of inadequate buildings.

### Limitations of Plan

These statements should not be interpreted to mean that Florida has developed the ideal plan for meeting capital outlay needs. In fact the present plan has some serious limitations. The \$400 per instruction unit which was reasonably adequate four years ago is now becoming too limited to assure satisfactory facilities and to cover the necessary interest costs over a period of years. It should be related to a construction cost index so the amount available through the program will be increased as costs increase, somewhat as has been done in the case of the fund for central school districts in New York. Eventually a more refined measure than the classroom unit may need to be developed, although this seems to work fairly well in a county unit state. Finally, to assure satisfactory local administration of the program, the present system of selecting the administrator (the county superintendent) by popular vote will undoubtedly have to be superseded in the near future.

Even with these limitations the Florida plan for financing school capital outlay is reasonably adequate and is realistic. It places maximum emphasis on local initiative and responsibility, yet assures that funds will be made available as needed at a minimum rate of interest. It broadens the tax base for school plant construction and indebtedness so the program need no longer be limited by general property taxes or bonds which cannot exceed a limited percentage of the assessed valuation of general property. It assures that plant facilities can be provided as needed throughout the state without an excessive burden on the taxpayers even in the least wealthy school districts.



# Teachers and Loyalty Oaths

Patrick J. Smith\*

Loyalty oaths appear to be the order of the day in public employment, nor has the teaching profession escaped.

As a condition to obtaining a teaching license some states require an applicant to subscribe a loyalty oath. An applicant in New Jersey, for example, must swear to uphold the state and federal constitutions. He must also swear that he does not believe in, advocate, or advise the use of force, or violence, or other unlawful or unconstitutional means, to overthrow or make any change in the established state or federal governments. Furthermore, he must swear that he is not a member of any group which approves, advocates, or practices any of those things.

One teacher in New Jersey refused to sign such an oath on the ground that it infringed his constitutional rights. Upon his refusal his teaching employment was terminated but he was retained in a non-teaching capacity for the remainder of the semester and his contract term. The state commissioner of education and the state board of education each affirmed the termination and the teacher appealed to the courts.

The court affirmed (79 Atlantic 2nd, p. 462). It pointed out that "teaching is a profession; and in New Jersey the practitioners of the profession in the public school system are not deemed public officers. At the outset, the relationship between the public school teacher and the school authority is contractual in nature. . . ."

In answer to a contention that the loyalty oath requirement trespassed upon the sacred domain of belief, the court conceded that our government had its beginning in revolution. Changes in government, however, the court warned, must be accomplished by orderly and lawful process. In its own self-preservation government may act against erosive forces that would first undermine its structure and then its overthrow by force. The oath required in New Jersey is but an extension and elaboration of the traditional oath of allegiance in matters considered by the legislature vital to the essential common security.

"The purpose of the oath," the court said, "is not to probe the mind of the teacher for the punishment of unorthodox or heretical views and beliefs, however inimical to the welfare and safety of the established government, but rather to determine the teacher's qualifications for the instruction of youth in the public schools.

The test is largely subjective to forestall hostile action in an area deemed vital to the community. There is no interdiction upon the freedom of opinion, no effort to control thought, no censorship nor invasion of the sphere of conscience in matters of religion. The aim is not to stifle beliefs as such, but to disqualify for teaching one who, however capacitated otherwise, believes in the objective of overthrow of the government, federal or state, by force or violence or other unlawful means. There is no mandate against the entertainment of unorthodox beliefs, and no personal penalty for non-conformity. One so mentally conditioned is deemed unsuited for the instruction of youth in the schools supported by public funds; and one who refuses to abjure such belief suffers the disqualification. This constitutes an entirely reasonable accommodation of the fundamental personal rights and the common interest in the safety of government and the integrity of its educational processes. The Legislature might well find that the teacher would carry that objective into his teaching. Thus, there is no undue infringement of civil liberties; no more than is needful for the essential public welfare."

Referring to an opinion by Justice Holmes given in a Massachusetts case in 1892, the court remarked that the New Jersey teacher may have a constitutional right to his belief in the overthrow of government by force or violence, but he has no constitutional right to be a teacher in the public schools. "The maintenance of the purity of the educational process against corruption by subversive influences is of the highest concern to society. It is in no real sense a denial of academic freedom to require of a teacher, as a condition of employment, a sworn disavowal of allegiance to the doctrine of force or violence as a mode of overthrowing government. That would seem to be axiomatic. Loyalty to government and its free democratic institutions is a first requisite for the exercise of the teaching function."

Freedom from any beliefs that force or violence are justifiable in overthrowing governments, in the court's view, is of the very essence of a teacher's qualifications.

After pointing out that we have evidences of pressures of a godless ideology fostered by a foreign power the court said: "And one of its weapons is the debasement of teaching as a softening measure in the consummation of the subversive process. The school system affords the opportunity and means for subtle infiltration. There is no

intrusion upon personal freedoms when government intervenes, as it has here, to avert this peril to its very existence. A teacher who is bereft of the essential quality of loyalty and devotion to his government and the fundamentals of our democratic society is lacking in a basic qualification for teaching. The teacher is not obliged to take the oath; but if he refuses to do so he is not entitled to teach. In the current struggle for men's minds, the State is well within its province in ensuring the integrity of the educational process against those who would pervert it to subversive ends.

"The design of the statute is to obviate the danger of the translation of such beliefs into teachings. There is of necessity a close association between belief in force and teaching which is intimately related to fitness. One may not divorce one's beliefs from one's teaching. The Legislature may secure youth against indoctrination in the alien ideology of force and violence. . . .

"Freedom of thought is a cherished right. It is in the nature of a free people to treasure absolute freedom of mind; but this liberty would have no significance whatever if the society which gave it being ceased to exist, and the principle is *ex necessitate* subject to measures essential to its own security."

The courts of California entertain a somewhat different view. While the facts are not parallel to those in the New Jersey case, the California court required that teachers be reinstated who had been dismissed after refusal to sign an oath.

In California the teacher had to take the constitutional oath required of public officials and accept his appointment by a letter which recited in part that the teacher was not a member of the Communist party or any other organization which advocated overthrow of government by force or violence. The case ultimately found its way to the court.

In holding that the requirement was in violation of the California constitution the court quoted the following from the United States supreme court in a flag salute case in respect to freedom of thought:

"But freedom to differ is not limited to things that do not matter much. That would be a mere shadow of freedom. The test of its substance is the right to differ as to things that touch the heart of the existing order.

"If there is any fixed star in our con-

(Concluded on page 84)

\*Attorney, Indianapolis, Ind.

# A Formula for Fixing Salaries of Second Line Administrators and Supervisors--Part II\*

Otto W. Haisley\*\*

There are great differences in the organizational setups of administrative and supervisory staffs of school systems in American towns and cities.

There probably is no "best" organizational plan to the extent that one can generalize and say with certainty that one plan is superior to all others. James Bryce was right when he asserted, in his discussion of American city control, that that plan is best which works best. And there are many existing plans which are working well.

All this has a relationship to the salary schedule of the administrative personnel in a school system. It is the belief of many that it is advantageous to have such a schedule and that such a schedule should bear a definite relationship to the salary plan for teachers. If, in the final analysis, the salary of the superintendent is to bear a definite relationship to the salary of the teacher, then it is as reasonable and logical to hold that the salaries of the other administrative personnel should, likewise, bear a definite relationship to the salary of the teacher.

The problem is how to evaluate the secondary line of administrative positions and to definitely establish this relationship. A salary differential between the teacher and the administrative personnel must be based on what the latter contributes in (1) general leadership; (2) special responsibility and assignments calling for skills, understandings, and a high degree of executional competencies; and (3) the time factor.

Since the demands on the administrative personnel operating in the same nominal positions differ greatly from school system to school system and, since there is no uniformity of practice, it is difficult to arrive at a fair and justifiable index number for an administrative officer's salary. Before this can be done an evaluation is necessary of the extra and special contributions which he makes to the school system according to the organizational plan under which he operates.

## Senior High School Principal

Next to the superintendent, the job of the senior high school principal is more clearly and uniformly defined than that of any other school administrative worker. Even here there exists considerable difference among school systems in the demands made upon the principal.

In many cities, the principal is held responsible for all the activities that go on in his building, instructional and otherwise. He may have an adequate staff and special assistants, but this help and the professional morale of this staff are largely in his hands. He is important, too, because his domain, at least in small and medium-size cities, reaches out into all areas of the school district. His operational techniques in public relations, because of this, become a matter of great importance to the general administration. His leadership is important.

Typically he is called upon for educational leadership in matters pertaining to curriculum, instruction, and guidance. He is continuously representing his school in an official capacity. He must attend luncheons and meetings, join service clubs, participate in community fund drives, go to state meetings of one kind and another, attend workshops and educational conferences—all in order to be abreast of educational thinking and development. He must assume responsibility in numerous ways for the health, welfare, and growth of not only the pupils in his building but the teachers as well. The job calls for a man of strong parts. The salary compensation should be such as to attract men of quality and possessing great potentialities for growth.

## A Suggested Working Plan

Under such circumstances, how shall we arrive at an index number for his salary? The following seems justified:

- 1.00 Index number of teacher
- 0.30 For first 200 pupils or fractional part thereof
- 0.05 For each additional 100 pupils enrolled above 200 and up to 400 pupils
- 0.02 For each additional 100 pupils enrolled or fractional part above 400 and up to 2000
- 0.015 For each 100 pupils enrolled beyond 2000
- 0.10 Time demands which the job required beyond that of teacher, part of it during summer and part during the year
- 0.10 Year-around service

It is assumed in many school systems that the work of the high school principal should be made a year-around job. There are many details which he can and should take care of during the absence of pupils and which will add to the effectiveness of the school.

Problems pertaining to curriculum, to individual pupils, to the better use of teachers, to school organization, to guidance matters, et cetera—there are a hundred and one never-solved problems that constantly demand

the thought and attention of the high school principal. The summer months are ideal for him to function in a school as he should. It gives him time to do things and think about matters which he has too little time for during the school year. A school system is cheated when the principal is away from his job in summer. The high school pupils suffer as the result of this absence.

Certainly by the time a school has reached an enrollment of 500 or 600 pupils there is ample reason for placing the principal on a 12 months' service basis.

## How the Index Works

Assume under the salary schedule in operation that teachers may go to \$4,500 on the regular schedule, that there are 800 pupils enrolled in the high school, and that the principal is on a year-around employment, the application of the formula produces the following results:

- 1.00 Index number of teacher
- 0.30 First 200 pupils
- 0.20 .05 for each 100 of the next 600 pupils
- 0.04 For 200 pupils above 600
- 0.10 Extra time demands
- 0.10 Year-around service which may include administration of a summer school

$$1.74 \\ \$4,500 \times 1.74 = \$7,830$$

It must be assumed that the principal operating under these conditions is a high-class professional worker, recognized and accepted in the community as an individual of judgment and practicality. He must be looked upon by the student body as a person whose decisions are fair and impersonal, and whose counsel is valuable. His leadership must be highly acceptable to his colleagues.

Is it unreasonable to expect a high school principal whose personal and professional qualifications are such, and whose general acceptance is such as to meet the qualifications outlined hereinbefore?

There are already in the field many high school principals who merit this rating. Furthermore, high standards set for this group with adequate salary remuneration would stimulate other able and ambitious people to strive to develop the personal and professional competencies demanded of those who would go to the top.

It was the privilege of the writer recently to have a visit with the principal of one of the large high schools of a large neighboring city. With over thirty years of rich experience in dealing with the problems of youth, in

\*Part I of this paper appeared in the December, 1951, JOURNAL.

\*\*Superintendent of Schools, Ann Arbor, Michigan.



developing curricula and programs of study and activity for those whom he serves, in organizing teachers and community for the battle of civilization, and in the reading and thinking growing out of an active career, he has become a philosopher, a poet, a humanitarian, a wise counselor, a superior school administrator and community leader, a practitioner widely respected and revered.

He administers a high school of over 4000 students. An annual salary of eleven or twelve thousand dollars to which he would be entitled by the application of this formula is trivial when related to the value of his services to the community and to society. The practical considerations of life and the well-being of our social order make this man worthy of his hire. Money payments, however, to such a man, are only tokens of the obligation we must have to men of his caliber who have dedicated their lives to the welfare of the youth of our land.

### The Junior High Principal

Much of what has been said about the senior high school principal applies to principals working at other levels. Particularly is this true of the junior high school principal. He works with the most volatile period of youth and his insights into human nature must be of the penetrating variety.

What index number should the junior high school principal receive who assumes, for his building, responsibilities comparable to those outlined for the senior high school principal?

The following is suggested:

- 1.00 Index number of the teacher
- 0.20 For first 200 pupils
- 0.04 For each additional 100 pupils enrolled up to 400 pupils
- 0.01 For each 100 pupils enrolled beyond 400 pupils
- 0.10 Time demands which the job requires beyond that of teacher, part of it during the summer and part during the year
- 0.10 Year-around service

Here again a principal with real leadership potentialities is contemplated. His job of guiding youth through a period of life marked by stresses and conflicts is no light assignment. This job of junior high principal is a demanding one and, granting ability and competency, should have ample recognition in the salary schedule.

### The Elementary Principal

There is wide variation in practices among school systems in the place given to the elementary principal in the organizational setup.

The writer has for years held that the elementary principal is a key person in the school organization and that able elementary school principals enable a school system to operate effectively on a more decentralized basis. This, he believes, is highly important in a democracy especially from the standpoint of providing favorable conditions for growth and development of principals and teachers.

In a situation where he is given large powers, the elementary principal usually works beyond the allotted school year; in

spite of this his vacation periods are generous.

His clientele is more restricted than that of the secondary school principals. Less demands are made upon his time. These situations vary greatly among communities, and it is quite impossible to generalize to the point of developing an index number which might have uniform application for all school systems.

One school system had adopted 1.2 as the index number of the principal. Besides leadership qualities covered by this extra 0.2, an extra two weeks' time of service is required of the elementary principal.

### Other Administrative and Supervisory Employees

What shall be the index number of the pay of the director of instruction? Shall it be higher or lower than that of the senior high school principal? Is the job more exacting than that of the junior high principal?

The writer recently made an opinion survey among schoolmen in medium-sized cities. As expected, there is disagreement on the salary, but the majority of schoolmen felt that the high-school principal's job, when on a year-around basis, should, in terms of compensation, be given a higher index number than that given to the director of instruction, or the official in charge of finance. A majority placed the index number of the director of instruction

between that of the junior and senior high school principals.

There are, of course, cities which, because of size or other factors, have complex organizations involving assistant or associate superintendents to whom are delegated large powers and responsibilities. The salary index of these people would normally be above that of the high school principal. What this index should be would have to be worked out in each individual situation and in terms of the responsibilities which an assignment carries.

Such questions have been raised concerning the annual increment and how many years should be required for a person to go to the maximum salary.

The answer to this question should be found quite largely in the practices of each school system. In the main, if one accepts the theory that these increases bear a relationship to the increases given to teachers, we must go to these practices for precedents for increments to be paid administrators and supervisors.

Thus, if a salary schedule provides an annual increment of \$100 for an employee with an index number of 1, then logically for the person who has an index number of 1.75, the annual increment should be \$175. A logical case can be made for this suggestion.

Any board of education that wishes to develop an index arrangement for its own

(Concluded on page 84)



The Madison School District Board of Trustees, in suburban Phoenix, Arizona, are planning their fifth major school construction program in five years.

Seated, left to right are: Richard C. Simis, senior member of the board; Fred M. Guirey, architect representing the Architects' Associated for the project; F. V. "Bud" Brown, clerk of the board and former teacher of North Phoenix High School; John H. Armer, president of the board and president of the Arizona School Board Association.

Standing, left to right: Mrs. William L. Sabine, secretary to the superintendent; C. L. Harkins, district superintendent; and B. Lee Johnson, assistant superintendent.

The project under study in Madison School District No. 3 will house 700 children in 20 classrooms, a combination cafeteria-auditorium, and an administration building. The project will cost \$400,000.

Supt. C. L. Harkins reports that in five years the school plant program of Madison District has required over \$1,000,000 of local tax funds. Citizens have in hand the construction of 52 classrooms, two cafeterias, an auditorium, an office building, and an additional 32-acre school site.

In four years the enrollment has grown from 1,378 to 2,590.

# The Law, the Teacher, and the Child—IV *Milton J. Cohler, Ph.D.\**

## Sufficiency of Supervision

Throughout the earlier discussion of *Special Assignments*, the need for sufficiency of supervision has been stressed, for the purpose of avoiding any *unusual risk* attaching to the assignment. However, it is not only the unusual risk against which teachers are required to guard. Any hazard to safety that can be guarded against by appropriate supervision is the duty of the teacher. Thus *a teacher who leaves a class unsupervised may be considered negligent if some injury to a pupil results from this lack of supervision.*<sup>17</sup>

The foregoing statement in italics is made with the full knowledge that it is not uncommon for a teacher to leave a classroom while the class is in session, for a variety of essential reasons. The principal may call the teacher out for a short conference with other teachers or with a parent; the teacher may be out for a while on a safety supervision assignment when the class first enters; the teacher may be called out to administer first aid; a sick child has to be taken to the school clinic, or a serious discipline case must be referred directly and immediately to the principal; a teacher must leave for personal reasons, or to answer an emergency telephone call. Every one of these cases may be thoroughly justified by the urgent nature of the situation; but every one of them can be so managed that the class is not left without supervision.

These are emergencies in which democracy in education pays direct dividends. The careful development of a democratic system of self-direction in the classroom, with a definite organization for pupil supervision in such emergencies constitutes a plan of supervision that would conform to approved educational practice. Vari-

tions in the details of organization to fit the local situation are essential. For primary grade rooms, self-direction should be supplemented by specially selected and trained older pupils, and the little ones should be informed of their relationship to the older monitors. In shop classes, certain machines should be shut off and safety-locked during the emergency of the instructor's absence. In the gymnasium, apparatus should be locked and certain activities should be stopped. If the emergency is so great that the teacher must leave the swimming pool, the class must first be sent to the locker room. Other special adaptations to special situations may be desirable; but the essential feature of appropriate supervision is a plan that involves careful preparation for just such emergencies.

It would be difficult to justify the substitution of a pupil monitor or "tattler" for a democratic organization for self-direction, because our modern knowledge of psychology suggests that this creates an atmosphere of conflict which makes pupil supervision wholly ineffective, if not conducive to safety hazards. Further, if a class must be left for an extended period of time without the regular teacher, the only adequate method of supervision is to assign a teacher to supervise the class, even if it necessitates combining two classes temporarily.

## Status of Practice Teacher

The problem of the practice teacher is one of the several variants of the general problem of pupil supervision that is carried out under the indirect supervision of the teacher. That practice teachers have legal status when the arrangement for their practicing has been approved by the board of education is well established.<sup>18</sup> It appears just as certain, however, that practice teachers have no authority in management or control. Hence, while the teacher is present to supervise the class directly, the presence of a practice teacher would not alter the situation. When the teacher leaves the practice teacher in apparent charge of the class, the supervision status appears to occupy an uncertain zone somewhere

between the self-managed class and the one under direct teacher supervision. The teacher should instruct the practice teacher very carefully in supervision from the safety standpoint and should give ample opportunity to the practice teacher to take charge of the class in the teacher's presence before planning to leave the class under the sole direct supervision of the practice teacher. The final plan should include a definite plan of activities which do not include any activities that are safe only under expert direction. For example, apparatus work in the gymnasium; power machinery work in the woodshop; paper cutting in the printshop; and destructive distillation in the chemistry laboratory would never be left to the practice teacher to supervise in the absence of the teacher.

## Safe Condition of Room Contents

Even more basic than the need for protecting pupils against the hazards of their own childish indiscretions in the schoolroom, is the need for maintaining the room and the appurtenances thereto in a safe condition. Articles of substantial weight should not be placed on tops of bookcases from where they may fall and injure somebody; a globe suspended from the ceiling by a counterbalancing weight and placed where a pupil could walk or run into it is a foreseeable hazard; obstructions in aisles and exits are indefensible if they result in an accident; a broken window pane left uncovered may be a serious danger; and the list could be added to indefinitely. In short, it is the teacher's duty to provide a safe room for his pupils, even to the extent of guarding against unsafe conditions due to the building itself.

To be sure, in some states the legislature has recognized the latter responsibility to belong primarily to the board of education through the enactment of statutes making the board liable for damages caused by the failure to provide a safe place.<sup>19</sup> Nevertheless, if a teacher knows of such unsafe condition, and he does not take appropriate steps to remedy the situation, he is also negligent. Furthermore, in the large majority of the states where no safe place

\*Chicago 14, Ill.

<sup>17</sup>*Ohman v. Board of Education of the City of N. Y.* Letter from Law Department, City of New York, Dec. 3, 1948; "There was further testimony that while she (the teacher) remained out of the classroom for this long period of time the children were . . . throwing erasers, upsetting wastebaskets, throwing wads of paper and pieces of chalk about the room. The plaintiff, who was helping to carry some material from the basement of the school to the teacher in the storeroom, stated that when he returned to the classroom in the teacher's absence he was struck in the eye and injured by a pencil thrown by another boy who was acting as monitor. The verdict against the City has been appealed from and the appeal is still pending. . . ."

<sup>18</sup>*Spedden v. Board of Education*, 74 W. Va. 181, 81 S. E. 724 (1914).

<sup>19</sup>*Heiden v. City of Milwaukee*, 226 Wis. 92, 275 N. W. 922 (1937). This case gives the history of the Wisconsin "safe place statute."



statute exists, the fact that the board of education has been equally or more negligent is no protection to the teacher called upon to defend a suit for negligence. Appropriate steps to remedy an unsafe condition include: reporting the unsafe condition to the proper authorities with recommendations, meanwhile excluding pupils or providing special supervision for them; securing professional inspection services when indicated, meanwhile protecting pupils against the suspected hazard; locking up the hazardous place and completely excluding all pupils from it, even if it means abandoning essential educational activities.

Special tools and apparatus utilized by pupils should be even more carefully scrutinized than the place in which school is conducted. They should be the objects of regular inspection at periodic intervals. Fire escapes and emergency exit doors should be inspected to see that they are prepared to work if and when needed; gymnasium apparatus and power tools should be tested; safety locks on hand-operated cutting tools should be checked. A regular report should be made of these inspections and kept on file by the administrator — and defects should be given prompt attention.

### The Principal's Responsibility

It is well to be reminded at this point that the term *teacher* is a general term meaning any educational worker charged with the supervision of children in a school. The principal is not only included in the term *teacher*, but in the opinion of at least one appellate court his responsibility for the safety of children is even greater than the charge placed upon the teacher who has direct supervision of those children. In a case arising in one school where an unruly boy caused an injury to a girl by running into her on the stairway, an appellate court reversed a judgment for negligence granted the girl against the teacher, but sustained the judgment that the lower court had entered against the principal in the same case.

Even though the supreme court of the state reversed the judgment against the principal, the statements made in the brief filed in the supreme court suggest the great care with which safety supervision must be planned by a principal who would like to protect his pupils, and satisfy a court of high standing that reasonable precautions have been taken.<sup>20</sup> The principal claimed in his defense that he held regular conferences with his faculty in which conduct of egress and ingress was a specific topic of discussion, that teachers were instructed to place themselves in the strategic positions during passing time; that detailed instructions were given to teachers in methods of corridor-stairway supervision; that regular inspection of teacher and pupil performance were made by the principal; teachers and pupils were ad-

monished and parents' co-operation sought when such action was indicated; a qualified teacher was placed in charge of the class and the pupil load was within reasonable limits.

If the attorney in charge of the principal's case and the court both thought that such evidence as the foregoing was necessary to absolve the principal from a charge of negligence, it appears certain that anything less than a careful plan for the supervision of pupil movements on the school premises, along with the supervision essential to carry out that plan, is inadequate to guard the safety of the children for whom the teacher stands *in loco parentis*.

This plan must not only include the school building, but the school grounds as well.<sup>21</sup> It must not only include the period of class sessions and dismissal times, but the lunch period and the time closely preceding and following the class sessions. It is not meant to imply here that a principal must employ a whole additional staff to take care of direct supervision when the regular staff is at lunch or taking a few minutes of essential respite from their exacting work. It is suggested merely that some plan be put in operation for the supervision of children to be operative whenever they are permitted on the school premises in such manner as to make it self-evident that they are under the authority of the school.<sup>22</sup> And it is largely irrelevant that the board of education makes no special provision for special personnel to carry out this extra supervision; because the rule is universal that a teacher is responsible for his own negligence.

### Safety in the Lunchroom

The exact nature of the plan utilized will depend upon local conditions, the extent to which the administrative head has been in the habit of making administration a democratic undertaking in group co-operation or a one-man show, and the resourcefulness of the administrative authority in adapting administration to local conditions. The variation in local conditions with respect to a given situation may contain the complete range of difficulty from the exceedingly simple situation in

which the board of education provides the facilities and the personnel, to the extremely delicate situation in which facilities must be wholly contrived and supervision must depend entirely on the willingness of the faculty to donate their services when they are under no direct or implied compulsion to be so generous.

Instances of both extremes can be found in one large city with respect to lunch facilities. In the high schools an efficiently organized lunchroom staff of paid personnel prepares and serves well-planned lunches in cafeterias well equipped for the purpose. Teachers have available time scheduled in their regular working day for the supervision of the conduct of the pupils during the lunch period. Nothing is left to the principal to do except to organize and supervise the educational workers in charge of pupil conduct. On the other hand, in most elementary schools, no lunchroom is equipped, not even to mention the complete absence of personnel for preparing and serving lunches; and the school program usually makes it necessary to schedule all the teachers to go to lunch at the same time when the pupils are all at lunch. It is self-evident that a principal interested in the efficiency of his teachers is anxious that they all have a restful lunch period uninterrupted by supervising children; and in the city mentioned, the teachers themselves, through their organizations, would not hesitate to educate any principal who had not yet learned the need for such a provision for teacher welfare. The elementary schools without any facilities or personnel frequently find it essential to permit some pupils to eat lunch in school, because distances are too great in some cases to allow time to go home, and in numerous cases both parents are employed or the single parent in the home is the breadwinner.

Once the principal decides to permit children to take lunch on the school premises, he is responsible for their supervision irrespective of the provisions that his employers may make to assist him. Although a court may be more liberal in determining the sufficiency of supervision in the case of the elementary school principal mentioned above than in the case of his colleague in the well-provided high school, the administrative necessity for providing sufficient supervision is equally urgent in both cases. It is no solution for the principal to decide that it is not feasible to provide a lunchroom because the board of education has not yet seen fit to attack the problem. Such a decision is an evasion of the problem; it lends encouragement to the community represented by the board of education to continue to ignore one of the needs of the less privileged. The solution lies in providing a lunch place for children needing it and in demonstrating to the community its value and the need for improving it through the lawful agency of the community — namely, the board of education.

(To be continued)

<sup>20</sup>Thompson et al. v. Board of Education of City of New York et al, 280 N. Y. 92, 19 N. E. (2nd) 796.

<sup>21</sup>Ogando v. Carquinez Grammar School District, 24 Cal. App. (2) 567, 75 Pac. (2) 641 (1938). "... the evidence is legally sufficient in our opinion to support the inference that the fatal injuries suffered by the child were proximately caused by the defendant's negligence in failing to comply with certain rules for the care and safety of the children while upon the school premises. . . . One of said teachers frankly stated that had she remained longer in the court (yard) she would have noticed the manner in which the children were playing their game, and would have stopped it. Moreover, . . . the presence of a teacher in or near the court (yard) while the game was being played would likely have resulted in saving the child's life because she would have taken charge of the injured child at once and either arrested the flow of blood herself or instantly summoned the school nurse."

<sup>22</sup>Gattavara v. Lundin, 166 Wash. 548, 7 Pac. (2nd) 958 (1932). "There was abundant evidence to show that . . . at all recesses during the school day the school premises and playgrounds were required by common and well-understood rules to be under the supervision and care of the officers and teachers of the school; such work being divided among them by assignments."

# "THIS IS A RELIGIOUS NATION"

Herbert B. Mulford

Time and again, as our federal and state courts render decisions involving school boards and "the religious question," sight is lost of one of the most significant aspects of this issue. This is the incidental use of the phrase, "this is a religious nation," or its equivalent. Sometimes it is merely *obiter dictum* in the major document. At other times it may be the most significant burden of the whole dissenting, or even concurring, opinion.

In the celebrated Champaign, Ill., "atheist" case, the most thoroughgoing documents expanded on this idea—that schools could not function adequately for the whole personality of the child and emasculate from their curriculums all reference to the religious aspects of the American way of life. In the most recent case of similar character in July, 1951, the high court of New York State ruled that the law, permitting parents to have their children excused from public schools to attend weekday religious training classes held elsewhere, was valid law. In that decision, the incidental remark was, "this so-called wall of separation (between Church and State) may be built so high and so broad as to impair both Church and State as we have come to know them. Indeed, we should convert this wall, which, in *our religious nation*, is designated as a reasonable line of demarcation between friends, into an iron curtain between enemies, were we to strike down this sincere and most scrupulous effort of our state legislators—to find an accommodation between constitutional prohibitions and the right of parental control over children."

Dotted through many court decisions are numerous other similar remarks which many commentators, especially unsympathetic newspapers and certain types of school people, seem to ignore. Such statements are probably no more important coming from the courts than from any other type of observer. This because they are not necessarily pertinent to the decision in the given case. They do, however, focus attention upon the long history of positive governmental action in the field of religion, when the people think the government, whether state or federal, is barred from taking religious action. The stumbling block always seems to be the inability of many people to distinguish between religion and sectarianism. Let us, for the sake of clarifying this misunderstanding, briefly sketch some of the things religion has meant in American life as influenced by definite governmental action.

## The Colonial Beginnings

1. Settlements along the Atlantic seaboard of the original 13 Colonies which were the

nucleus of the United States of America were essentially English. The settlers came here from Europe largely influenced by the desire for religious freedom. Yet at once they began to think in terms of "government established" churches. The majority soon formed theocracies, with government centered on the Church and its minister as the leader. Tax support was second nature, but as divisions of sectarian opinion arose, privileges were granted to nonconformers. Thus, through periods of persecution, witch hunting, and death, multiple "established" churches developed through sharing the taxes.

2. One of these theocracies was the Colony of Connecticut. Its earliest towns of Wethersfield, Windsor, and Hartford were founded by people who had broken away from Massachusetts because of a desire on the part of the parishioners for greater democracy in church administration. It is not surprising, therefore, that when an English charter was granted and the "General Court" was founded as the colonial legislature, something very democratic happened. On January 14, 1639, this court promulgated the "Fundamental Orders," which historians generally call "the first written constitution for representative government known to man." From this flowed a tremendous influence in formulating our later constitutions. Here was democracy flowing from theocracy.

3. Over a considerable period of time, there was friction as governmental ideas changed and civil, instead of religious or organized-church controls evolved. It was in this transition period, when disestablishment of church control over civil affairs was being emphasized, that our Federal Constitution was written. Nonetheless, Connecticut did not drop "establishment" until 1818; it was not until 1833 that the last legal ties between Church and State were severed in Massachusetts. It was this struggle to separate Church control of government and government control of churches which influenced the First Amendment to the Federal Constitution, which of itself was religious legislation. It was not the thought of the founding fathers that religion was to be either abandoned or ignored, even in government life. Reading history otherwise overlooks a long and consistent record of religious acts by government. These acts are equally consistent with life as it is lived in these United States.

## Fundamental Law and Practice

4. What one may term fundamental law is marked by wholly religious enactments. The Declaration of Independence breathes its deeper feeling and specifically mentions "God"

and "The Creator." The Northwest Ordinance of the Congress, in that section setting aside land for the benefit of education, starts with the word "Religion" as one of the causes for thus fostering schools by the public domain. The Federal Constitution, aside from the amendment referred to above, includes a provision for an oath to induct the President. The custom has always been to use the Bible for this purpose. Harry S. Truman used two. The custom has been widespread for swearing in other officials, even for the various justices of the Supreme Court of the United States, who so frequently by their own *obiter dicta* have thrown confusion among public schools. Most state constitutions recognize God, even when they prohibit the sectarian use of tax money. Indeed, some state courts have declared that to find against religion is to violate their own constitution.

5. All branches of government—legislative, administrative, and judicial—take positive action religiously on numerous occasions. Money is appropriated for such acts; administrators carry them out, and courts operate through religious aid. For instance, this applies in supplying chapels and chaplains in legislative chambers, for the armed forces and almost anywhere that the government, state and federal, acts *in loco parentis*. But in addition, the courts are supported by perjury laws, normally involving oaths on the Bible.

6. If we need other evidence of how, not only present-day civil government, but the founding fathers have operated consistently in keeping with our title, let us look at postage and coinage. When four chaplains went to their death in a sinking war vessel and gave their life-jackets for the sake of boys whom they had counseled, the Federal Government imprinted purely religious memorial postage stamps with the connotation of religious "interfaith."

The Treasury Department of the United States Government is the authority for this statement regarding the use of the motto "In God We Trust" on our coinage:

"The motto—owes its presence there largely to the increased religious sentiment existing during the Civil War. Salmon P. Chase, then Secretary of the Treasury, received a number of appeals from devout persons throughout the country urging that the Deity be recognized suitably on our coins in a manner similar to that commonly found on the coins of other nations. Accordingly, on November 30, 1861, Secretary Chase, in a letter to the director of the Mint at Philadelphia, stated that, 'No nation can be strong except in the strength of God or safe except in His defense.'"



7. Possibly one of the most striking single bits of religious documentation actively fostered by the Federal Government on behalf of religious belief was the step taken by Congress on the very day the Declaration of Independence was signed. That was the appointment of Benjamin Franklin, Thomas Jefferson, and John Adams to design the Great Seal of the United States. Six years were to elapse before, in 1782, Congress approved a design. Significant of the nation's religious way of life the Great Seal now appears on the reverse of our dollar bills. Striking because it is so little understood is the reverse of the Seal at the left side of the bill. There we see an unfinished pyramid, denoting solidity and strength of its 13 levels suggestive of the 13 original states. At the bottom level are inscribed the Roman letters for the year of independence, 1776. Above the pyramid in a triangle and "glory" is the eye of God, in a sense finishing the pyramid, though its unfinished state means also more states to be added and more work to be done. The Latin words "Annuit Coeptis" and "Novus Ordo Seclorum," both excerpts from Virgil's *Aeneid*, are translated, "He (God) approveth our undertaking in the new order of the ages."

### Religious Organization Schools

8. It should never be forgotten that religious organizations of many sects were the foster mothers of popular education. Denomination after denomination also created academies and universities long before tax supported civil government made for their expansion. Many of the outstanding universities of the nation today are still church organized and church supported, notwithstanding other endowments. As federal aid was given for defense and war education, such religiously founded institutions worked hand in hand with government. Were it not for the perpetuation of church schools and institutions of higher learning through many denominations, the burden on public education would be greatly increased. In this sense, therefore, religion as a founder and supporter of popular education makes us "a religious nation."

9. Somewhat similar in the influence on our culture is the religious aspect of many of our patriotic and folk songs. The national hymn contains the words "Praise the Power which hath made and preserved us a nation" and "In God is our trust." The great number of Negro spirituals, Christmas carols, and such songs as *America, God Bless America, America the Beautiful, the Battle Hymn of the Republic*, and numerous other almost universally acceptable songs for any audience are religious if anything. They make up as significant a part of American life as democracy, other religious, musical, and ecclesiastical art, and architecture and popular elections. They enter almost universally into government-controlled public school life.

10. Probably the most effective aid given to religious organization is the open and positive action in fostering religion through tax exemption of any genuine religious body, whether the most conventional or unconventional of the principal denominations.

### Courts vs. American Ways

11. Educators are constantly confronted with the problem of trying to reconcile the apparent inconsistencies between court decisions and other legalisms and the common American way of life as briefly sketched here. The principal challenge by many leaders of religious faiths is that schools neglect to elucidate such phases of our traditions and normal life. This is true only in part. Public schools constantly use religion-impregnated popular songs. Clergymen give invocations and benedictions at graduation exercises. Such holidays as Thanksgiving Day, Christmas, Good Friday, Easter, and others are recognized and openly celebrated. About three fourths of the states permit Bible reading; about a third of that number require it. All these acts are under government supervision; they are tokens of religious life.

12. Though not bearing on government action, statistics released in September, 1951, by the *Christian Herald* on current and comparative church membership in the United States may explain in part why parents are gravely concerned over religious education for their children. Whereas in 1900 estimates placed the percentage of our population belonging to some church at 34.7 per cent of all people, the figures for 1950 show a steady advance to the present all-high record of 55.9 per cent of the entire population. A year earlier the figure was just under 55 per cent. Thus today there are doubtless more than the total of 85,705,780 members reported by a total of 278,479 congregations based on the poll of 256 denominations.

All the foregoing situations presumably have been in mind when some of the most important committees and commissions in education have reported on the larger degree of religious illiteracy in the country and express the conviction that what has come to be known as the "secularization" of the nation cannot be corrected without the development within public education of an appreciation and understanding of what has been outlined here. Blame is placed equally on churches and schools. For anything like a good understanding of the "religious issue" reference should be made to numerous texts on the subject. Quotations of the briefest sort will be made here from three.

The Harvard Committee in its publication "General Education in a Free Society" casually remarks, "Education is not complete without moral guidance, and moral wisdom may be obtained from our religious heritage."

### What the American Council Said

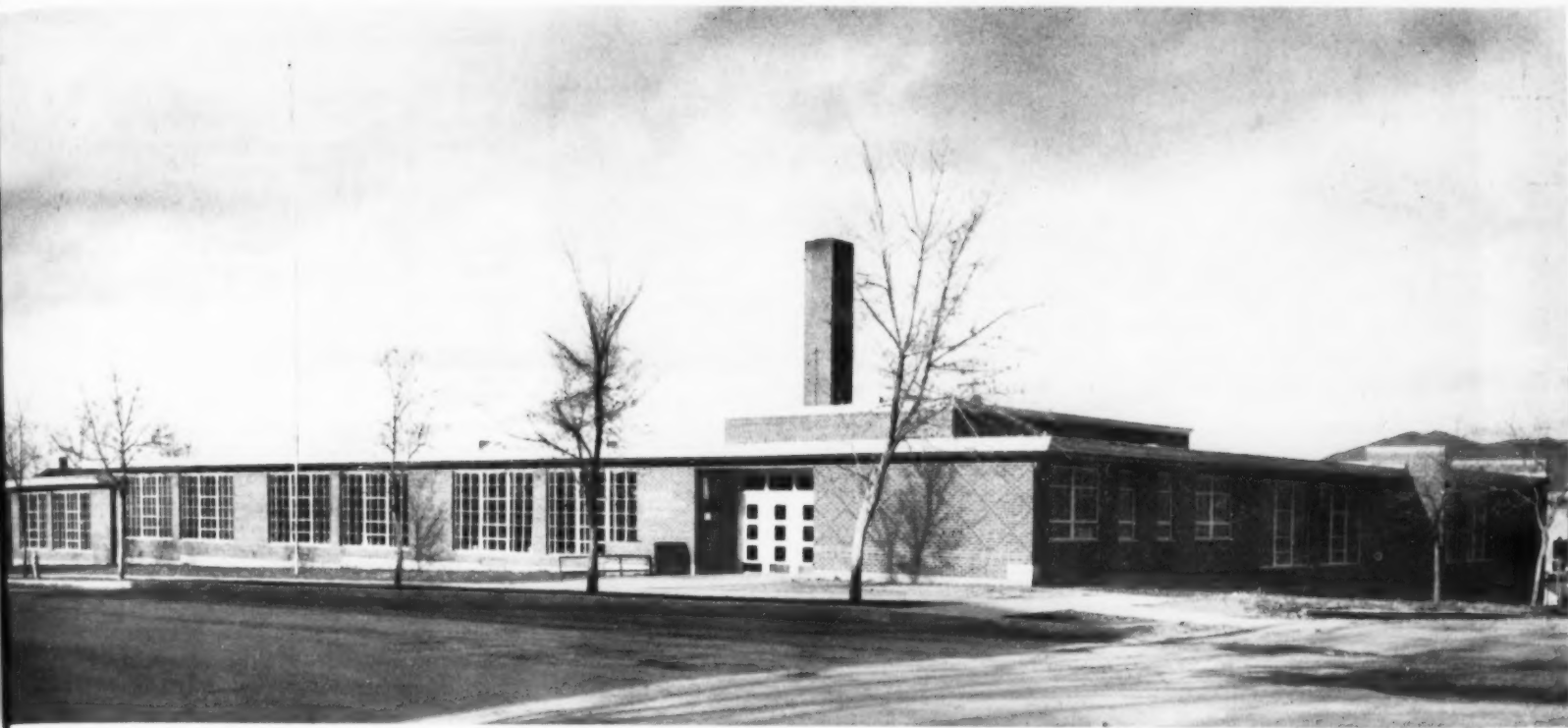
A committee of the American Council on Education in its exhaustive report on "The Relation of Religion to Public Education: the Basic Principles," issued in 1947, had this to say: "A vital faith permeates every cultural good and influences every aspect of life. To those who take it seriously, religious faith is the spiritual foundation of society and indispensable to an enduring social structure. We believe that, in spite of the secularization of

American life, the majority of our people are desirous that this foundation be greatly strengthened. . . . We who make this report believe that the American people are deeply, though not always articulately, conscious of a religious heritage to whose central values they wanted their children to be committed. We believe that is the reason for the renewed widespread concern for education in the field of religion."

Earlier this year "Moral and Spiritual Values in the Public Schools" was circulated by the Educational Policies Commission of the National Education Association and its affiliated American Association of School Administrators. Its approach to the teaching of these values was essentially from merely the ethical point of view. But it recognized the powerful force of religious sanctions in this field. Hence it strongly advocated teaching in all schools *about* religion. In many respects this report conformed with that previously mentioned of the American Council on Education. This view was that at least all children should be made aware of the force of religion throughout all civilizations.

This is a religious nation. As such it is deeply rooted in the beliefs in the sacredness of the human personality, liberty of the individual, honesty, brotherhood, and the ways of peace. As such, within a generation the nation has been thrust forward to lead other nations with similar ideals. Today we are confronting in diplomacy and actual war a huge section of humanity populating a vast area of the world, whose leadership is in apparently complete contradiction of these essential ideals. These antitheses include the avowed purposes to abolish private property and to put in its stead collective organization of society; the elimination of class distinctions while itself ruthlessly exploiting such distinctions; the rejection of religion; the use of the unvarnished lie to mold public opinion, and ultimately the use of force to dominate the world.

More than a year ago the present writer expressed in the *JOURNAL* the idea and the hope that the institution of the school board as the policy-forming agency in state-socialized education was coming of age. More and more the actions of associated school boards seem to bear out that idea. Professional educators, who in previous times almost conceived the board as a rubber stamp for educational vested interests, are placing more and more faith in the people and in school boards as their representatives. Thus far in numerous critical school situations over the country school boards have largely confined themselves to brick and mortar, finance, law, and a miscellany of administrative problems. In the present grave national and international situation, it is becoming increasingly apparent that school boards confront a challenge in the nature of the school curriculum. Possibly following the lead of such authorities as quoted here, their constituents will be likely to press them to solve this "religious question" as a central factor in aiding youth of this generation to face the distracting uncertainties of their immediate future.



New Lincoln Elementary School, Lewistown, Montana.

*Windows to the left are classrooms, to the right is first the office and health suite; the middle windows are of the room originally planned as a library, and the farthest windows are those of the kindergarten. Cushing & Terrell, Architects and Engineers, Billings, Montana.*

#### For Community Service —

## *New Lincoln Elementary School*

D. W. Githens \*

The first new elementary school erected in Lewistown, Mont., in 33 years, was completed and dedicated in January, 1951. A new building was urgently needed as a replacement of an obsolete building, which was a distinct fire hazard. Also, a new building was needed to accommodate an increasing and shifting pupil population.

Considerable educational planning, compromising, and altering of layout was necessary to have in reality a modern building for the money available. At all times during the planning the needs for the present and future educational program were kept in the forefront.

The New Lincoln Elementary School was designed by Cushing and Terrell, architects, of Billings, Mont. The total cost of the building, including architects' fees, was \$212,000, or \$11.13 per square foot. It is a one-story building of brick construction.

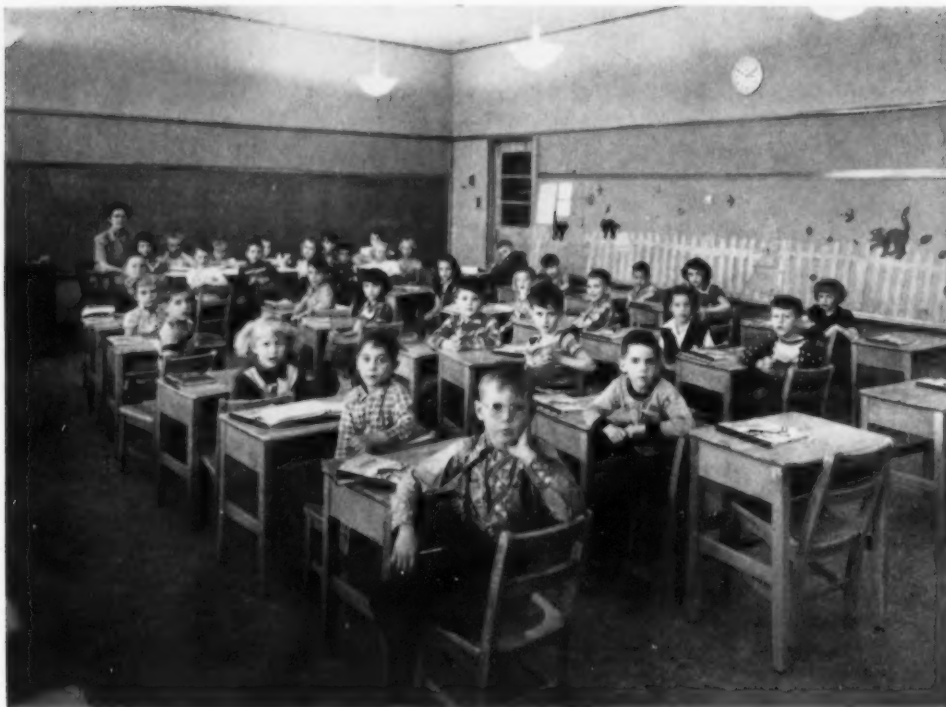
The topography of the site made it neces-



*Milk and crackers are served daily in the kindergarten room.*

\*Superintendent of Schools, School District No. 1, Lewistown, Mont.





**Second grade room. Note chalkboard back of teacher; at right the sloping tackboard is shown.**

sary to build the floors at three levels. From the lowest to the middle level four small steps were necessary. Ramps were used between the middle floor level and the highest floor level. Asphalt-tile floor covering was used for the halls; the ramps were covered with rubber matting to make them less hazardous, particularly for youngsters who might have damp shoes. The ramps have proven very serviceable and convenient. Indications are that the ramps are safer than sets of three or four steps would have been.

Each of the seven classrooms has approximately 875 square feet of floor space. It is a school policy to limit class size to 30 pupils. When the classes are 30 or less we have found the rooms to have ample floor space for a modern educational program.

At the front of each room green chalkboard has been provided, with a 12-inch strip of brown cork tack board across the top for display and room-decoration purposes. This has proven most useful with many groups planning attractive displays. Bulletin space covered with tack board is provided along the inside wall opposite the windows. This has been sloped at approximately a 15-degree angle from top to bottom and equipped with a wide trough at the bottom, which has made this area of the room very advantageous as a display center and a stationary easel for finger painting, water coloring, etc.

Unit ventilators are provided along the window side with open shelving built in between the ventilators. These shelves are useful for book and materials storage. Storage cupboards are at the back of the room, where necessary but possibly unsightly materials are stored. A sink with hot and cold running water and a drinking fountain is provided in each

room. The providing of water in the classroom, particularly hot and cold water, is an innovation heartily welcomed and appreciated by pupils and faculty.

Each classroom has a cement floor, covered with asphalt tile in different colors and patterns. Also, each room has been painted a different pastel shade: yellows, greens, tans, apricot, and light blue have been used. That portion of the walls below the chalk rail has

been painted a slightly darker shade in enamel, making it possible to wash off any marks that might accumulate.

As the building was originally planned a central school library was provided. At a late moment a change in policy was adopted, to have room libraries instead of a central library. This room was to be equipped with darkening drapes and used for visual aids and music. Increased enrollments have necessitated that this room, originally planned as a library and then changed to a general-purpose room, be used as a classroom. This last-minute change has proven to be a wise one. With storage and counter display areas provided in each room, the teachers feel room libraries contribute much more to their program than a central school library.

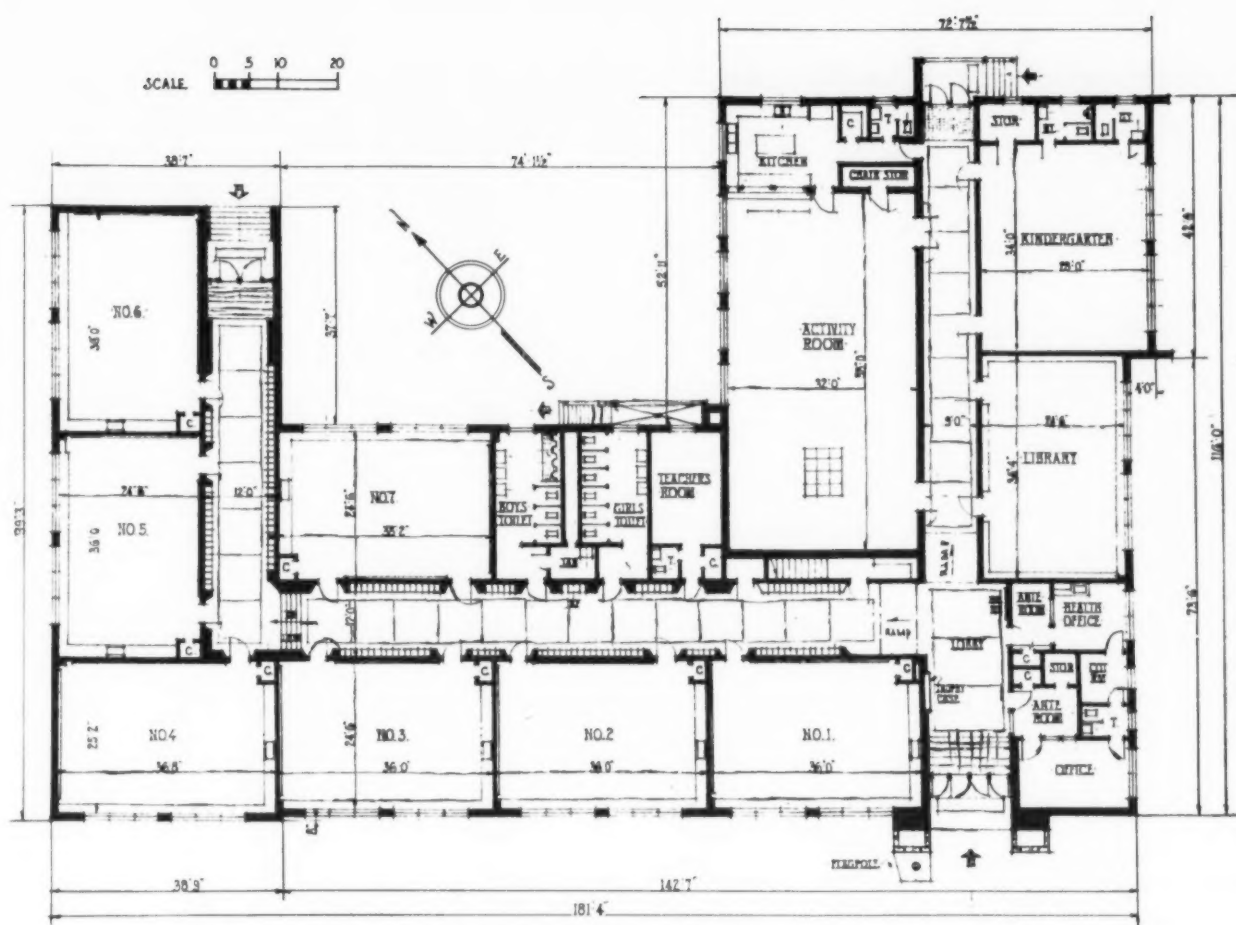
The kindergarten is a large, homey room, an environment five-year-olds enjoy and in which they can develop proper social attitudes. Slightly over 950 square feet of floor space is provided, plus a large storage closet for youngsters' wraps, and also separate toilet facilities.

The activity or multipurpose room has proved most useful. During many months of our school year, weather conditions make it necessary to have physical education classes, recess, and noon-hour activities indoors. The room is also used for school programs and Parent-Teacher Association meetings. We do feel, however, that we need a raised stage or platform for performers in a program. A large kitchen is provided for a future lunch program development, while at the present time it is used by the Parent-Teachers and other community groups.

Lockers, of desert sand color, are recessed in the walls of the halls. All grades except kindergarten use the hall lockers.



**Sixth grade room. Note storage cabinets and closet at back of room.**



Floor Plan, Lincoln Elementary School, Lewistown, Montana. — Cushing and Terrell, Architects and Engineers, Billings, Montana.

Incandescent light fixtures, with the plastic shades, have been installed. These lights give a uniform distribution of light with a very minimum of glare. Nearly 40 foot-candles of light are present at desk level at any point in the room.

After they had taught in the building for a few months, the teachers were asked their

opinions of the building, primarily for the guidance of the community in future building projects. A general feeling of approval and satisfaction with the new building was expressed by the teachers working in the building every day. Extreme pleasure was manifest about the sloping tack board, the sink, the storage cabinets and shelves. The

Venetian blinds and artificial lighting were also declared most satisfactory. The general appearance of the rooms makes for a warm, alive, and stimulating atmosphere.

One teacher commented, "We have enjoyed our pleasant schoolroom very much. The children take a great deal of pride in keeping the room clean and making it attractive."

## A Schoolhouse as —

# A New Type of Prairie Flower

*Frieda and Samuel Hyatt\**

## The Town of Levelland

A different type of prairie flower is blossoming in the wide open spaces of Hockley County, in the south plains of Texas. An educational "plant" in the form of the Levelland High School and its handsome gymnasium flourishes in the unique city of Levelland.

Mushrooming from its beginning in 1925 to a town of nearly 10,000 population today, Levelland has set a record for building homes and developing a thoroughly modern school

system. Most of Levelland's growing pains, as far as new buildings are concerned, have been felt in the past two years. Visitors to the city are amazed to see new homes where only mesquite-covered lots existed less than a year ago. Many a housewife boasts of gathering a mess of peas for dinner on the plot of ground where the county courthouse now stands in the heart of Levelland. In 1900, the federal census showed 44 persons in Hockley County. There were 137 persons living in the county by 1920, and they hung their hats in the various ranch houses scattered throughout the wide open land. Between

1920 and 1930 Hockley County had the greatest percentage of growth of any county in the nation.

The dollar stock pile in Levelland has piled higher and higher each year due to a bountiful supply of oil, cotton, and white-faced Hereford cattle. Levelland is in the heart of two tremendous oil fields and has 14 flowing wells inside the city limits. But the first well to be brought in went up in flames when gas was struck. From that roaring beginning several refineries and well-servicing companies pour a steady stream of dollars into the city.

\*Bowie, Tex.





*The gymnasium has appropriate figures of school sports in relief terra cotta.*

### **The High School Plant**

Levelland High School and the new gymnasium which together take up a block near the population center of the city, stand as an educational opportunity for bright-eyed, confident boys and girls who are the future hopes of this South Plains area.

O. W. Marcom, hard-working and likable superintendent of the Levelland schools, reports that a bond issue was approved and work on the high school was begun in March, 1948. The original issue was for \$650,000 and called for a senior high school of 18 classrooms, and an auditorium to seat 1200

people, with a music room at the rear of the stage. The high school building houses grades 10 to 12 and was designed to accommodate 500 students.

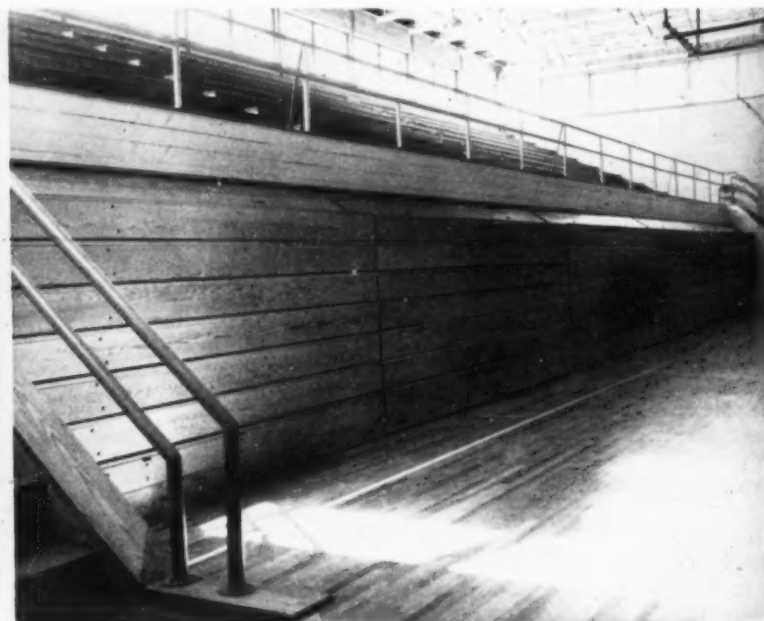
In September, 1949, the building was occupied and in December, 1950, the annex was completed. This annex includes the gymnasium, with a seating capacity of 1960 and a playing court of 78 by 100-ft. dimensions. The great room provides plenty of space for boys and girls in the physical education courses. Two cross courts, each 78 by 42 feet, are available for practice games of basketball.

Adjacent to the gymnasium are shops for

auto mechanics, general metalwork, and agriculture.

The senior high school structure has 65,315 sq. ft. of floor area and represents a total cost for high school and gymnasium of \$875,000.

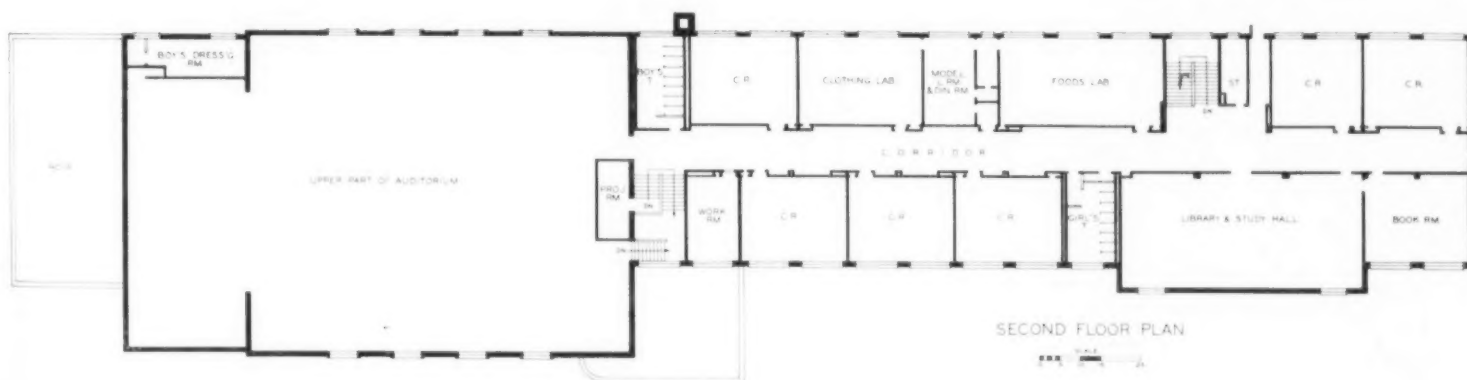
The Levelland High School offers a comprehensive type of high school education, with special trades' and industries' courses suited to the community. Vocational agriculture is stressed as are courses in auto mechanics, simple machine-shop practice, and cold metalwork. For the girls there are vocational courses in homemaking, and both boys and girls are admitted to the business educa-



*Left: typical corridor view showing terrazzo floor and tile wainscoting. Right: gymnasium is fitted with both permanent and removable bleachers.*



*Street View, Levelland Senior High School, Levelland, Texas. — Wyatt C. Hedrick, Architect and Engineer, Fort Worth, Texas.*



*Floor Plans, Levelland Senior High School, Levelland, Texas. — Wyatt C. Hedrick, Architect and Engineer, Fort Worth, Texas.*



tion department. Special courses are offered in driver training and music, as well as physical education and journalism. The extra-curricular activities include work in photography, school journalism, instrumental and voice music, and athletic contests.

### The Construction

The building is fire-resistive in construction, with face-brick and cut-stone exterior and steel construction for the larger spans. The floors in the academic section of the building are architectural steel and concrete.

The classrooms have acoustic tile ceilings, plaster walls, asphalt-tile floors, and hardwood trim. The gymnasium has concrete-block walls and maple-strip flooring. The toilet rooms have ceramic tile floors, glazed structural tile walls, and metal toilet partitions. The toilets are fitted with flush valves and the fixtures are heavy-duty school-type ceramic china.

The building is heated by means of low-pressure steam boilers, gas fired. Steam convectors are in all classrooms; air handling units are placed in the auditorium; unit heaters are installed in the laboratories and in the gymnasium.

The auditorium stage is fully equipped, with complete stage controls of lighting for school dramatics. The classrooms have indirect, incandescent lighting in concentric-ring fixtures. All classrooms have utility outlets for audio-visual education. A complete program system has been installed and provisions have been made for a complete public address and radio installation.

The corridors are finished with terrazzo floors, architectural tile wainscoting, and acoustic-tile ceilings.

The school administration has set up a carefully worked out plan of cleaning and maintenance. In addition to the daily dry mopping, all floors are thoroughly cleaned

and waxed monthly. Special attention is given to the most heavily used floor areas in the corridors, auditorium, and at the classroom entrances. The cleaning materials and sealers are of the first-grade quality chosen for nonslip results.

The educational planning of the building was done by Superintendent Marcom and his staff of teachers. The architectural planning was done by the Fort Worth office of Wyatt C. Hedrick, architects and engineers.

The planning and finish of the gymnasium were given special attention. A minimum of fixed seating was provided in permanent balconies placed over the dressing rooms, showers, and gymnasium offices. The floors are marked for basketball. Because this sport attracts large audiences, both sides of the gymnasium have been fitted with folding seating, which is closed up against the balcony walls when the entire room is used for routine physical education purposes.

## Baltimore County Children of Yesteryear Say —

# *"They've Thrown More Light on the Subject"*

James A. Sensenbaugh, Ph.D. \*

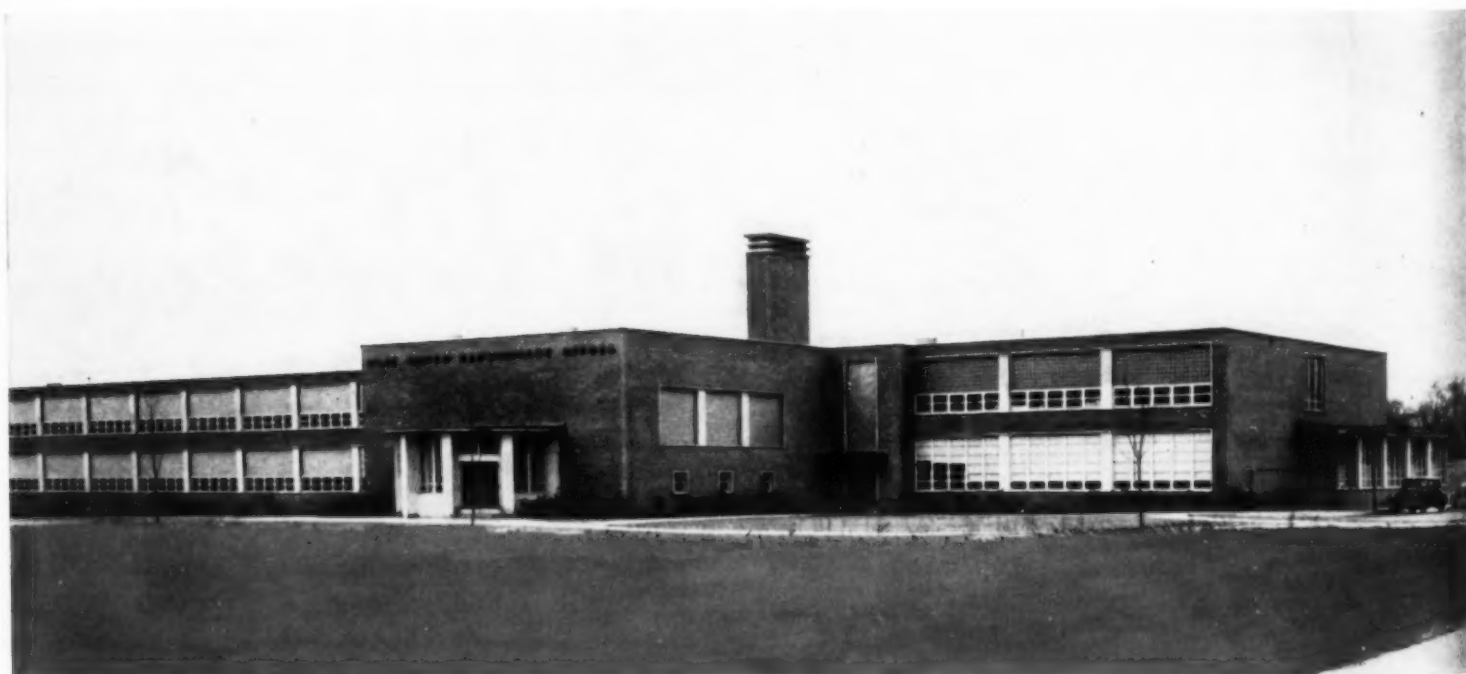
Sadly perhaps, but true nonetheless, the "little red schoolhouse" is fast disappearing from the American scene. This is true in Baltimore County — Maryland's fast-growing,

\*Assistant Superintendent of Baltimore County Schools, Towson 4, Md.

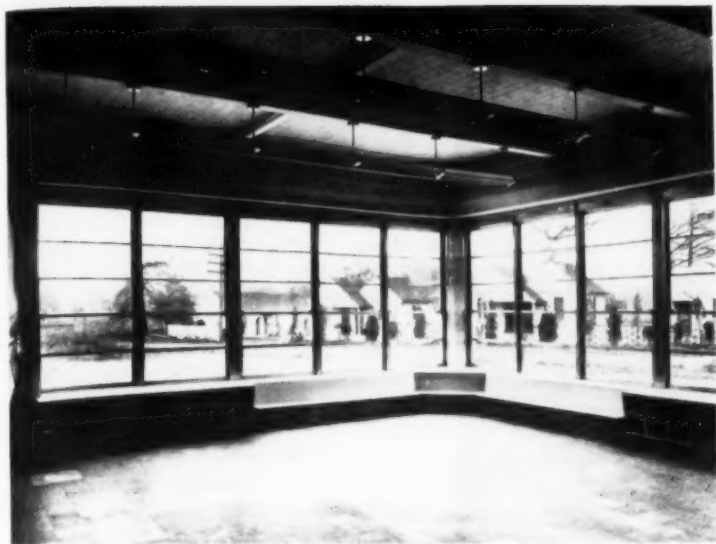
second most populous political subdivision. Though you be numbered among the staunch supporters of the traditional one-room country school — and their numbers are legion — or just a "middle-of-the-roader," you must agree that today's new school buildings "have

thrown a little more light on the subject."

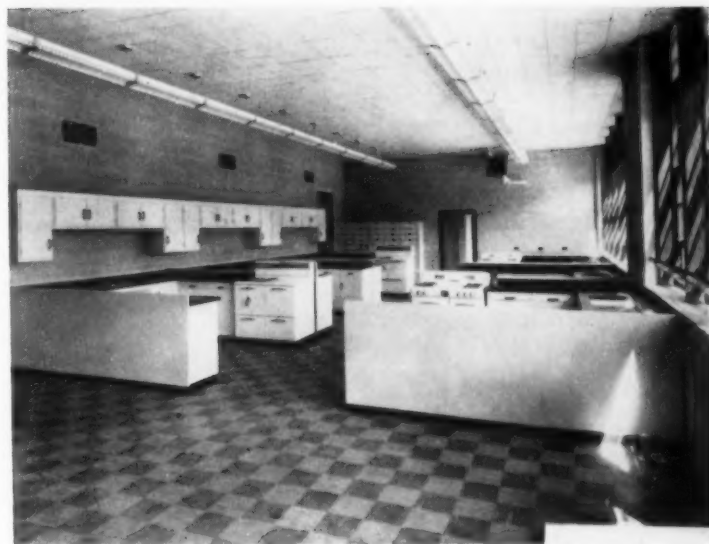
The problem of adequate classroom lighting is not a new one, and past school eras have tried to solve it with the facilities and "know-how" available at the time. However, in recent years, heavy demands for new school buildings



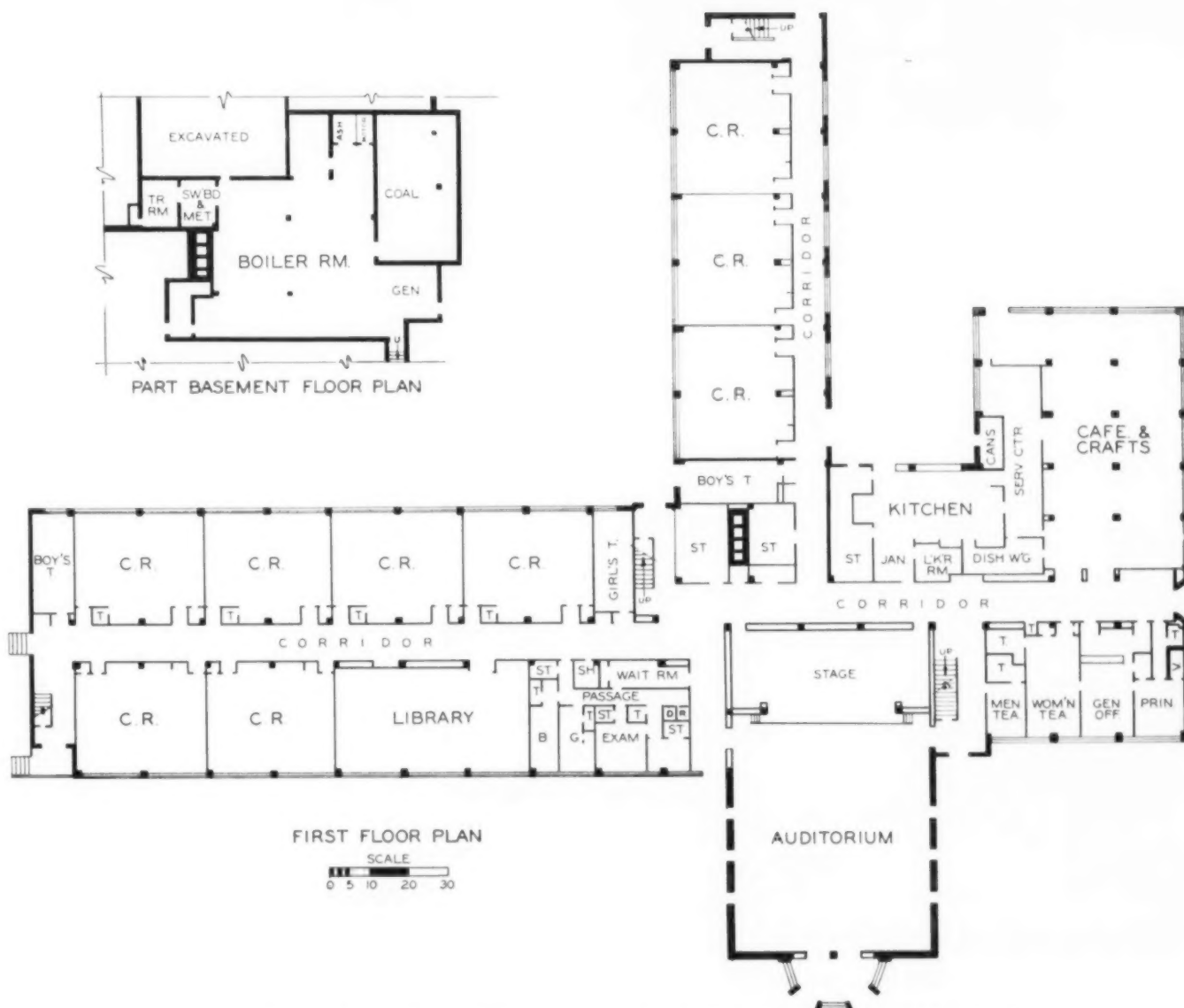
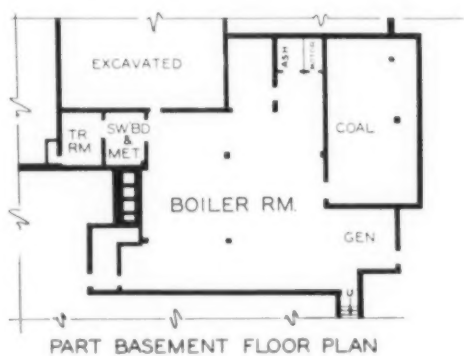
*The Gray Manor Elementary School, Baltimore County, Maryland, has continuous fenestration in each classroom consisting of light-directing glass blocks and a vision strip of clear glass.*



Corner in first grade room, Baltimore County school. The north and east exposure permits full use of complete fenestration.



A typical home economics laboratory with ample fluorescent lighting.



Floor Plans, Gray Manor Elementary School, Baltimore County, Maryland.





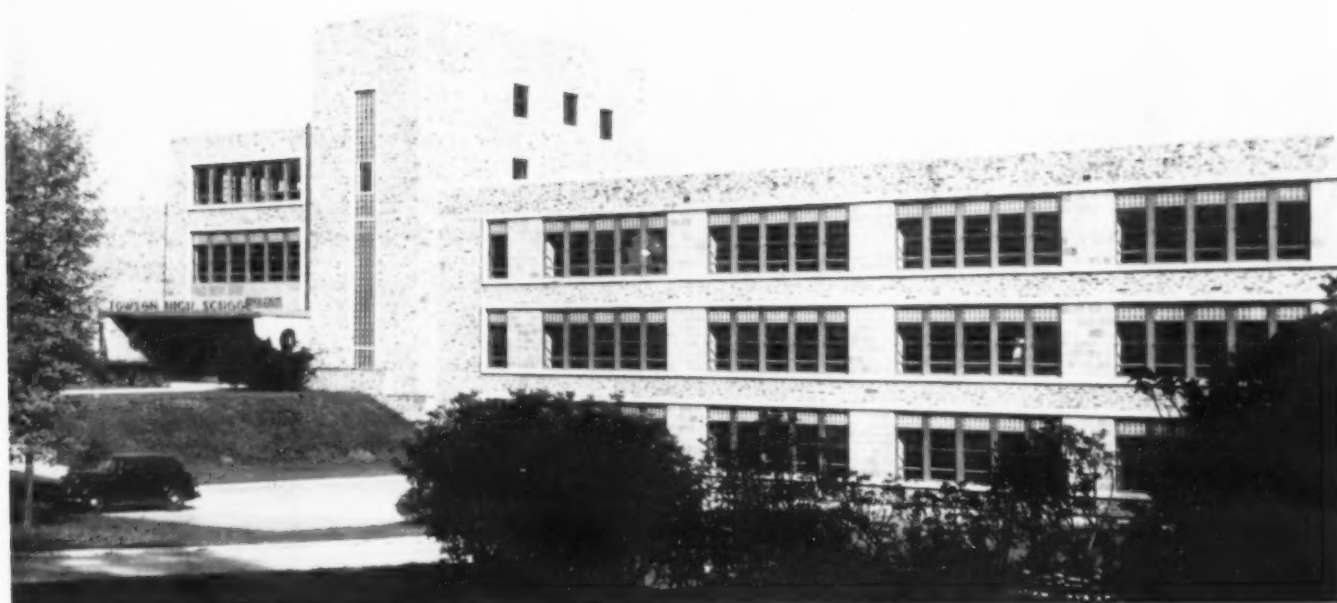
*After and Before. A typical modern classroom with ample natural lighting for bright days and supplementary fluorescent lighting for dark days. Below: a typical classroom in an old Baltimore County school before new lighting program was undertaken.*

to house vast enrollment increases has focused renewed attention on the importance of adequate classroom lighting as a sight conservation measure while at the same time producing optimum student learning.

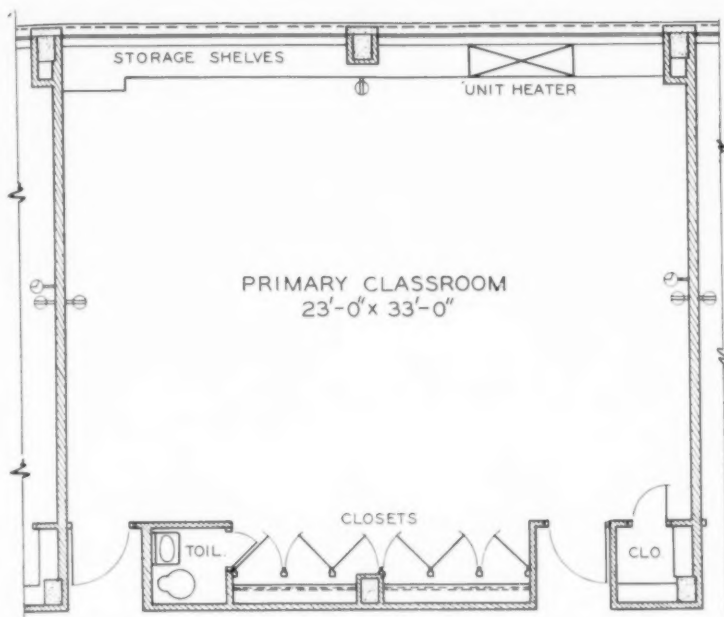
Baltimore County—like many other communities—has been kept busy during the postwar years with the task of providing new schools but at the same time has tried to create facilities conducive to good health and learning. Pressure to do otherwise in the interest of speed of construction has been great at times but so far has been successfully resisted. It would not be amiss at this point to digress a bit concerning the problems faced in recent years by the Baltimore County Unit school system numbered at some 43,000 pupils.

Second in population in the state to Baltimore City, and surrounding it on three sides, with the Chesapeake Bay serving as the fourth boundary, Baltimore County is a combined residential-industrial-farm area of some 607 square miles. Close proximity to the nation's sixth largest city has been largely responsible for a ten-year Baltimore County population gain numbered at slightly more than 113,500 persons. This huge influx—greater than Baltimore City's gain during the same period by some 30,825 residents—has produced repercussions both internal and external.

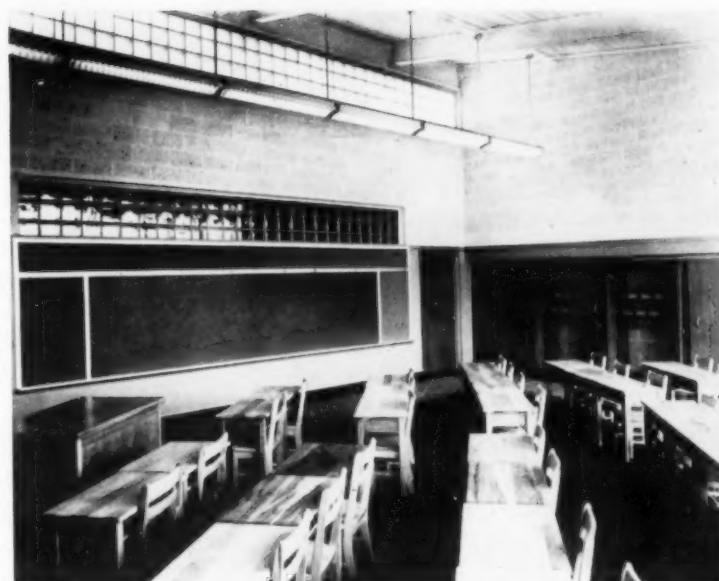
In the first place, the public school system has grown by leaps and bounds. During the past five years alone, 19 new schools and additions have been erected providing new class space for more than 11,000 pupils. Referred to locally as the "Second City," the growing Baltimore County metropolitan areas surrounding the city are pushing the "little



*The Towson High School, Baltimore County, Maryland, is an example of the newest secondary school plants properly oriented to assure a maximum of glareless natural light. The stair tower is lighted with glass blocks.*



Floor plan, typical primary classroom in new Baltimore County schools. The middle grade rooms are identical except that the toilet room is omitted and the wardrobes are shallower.

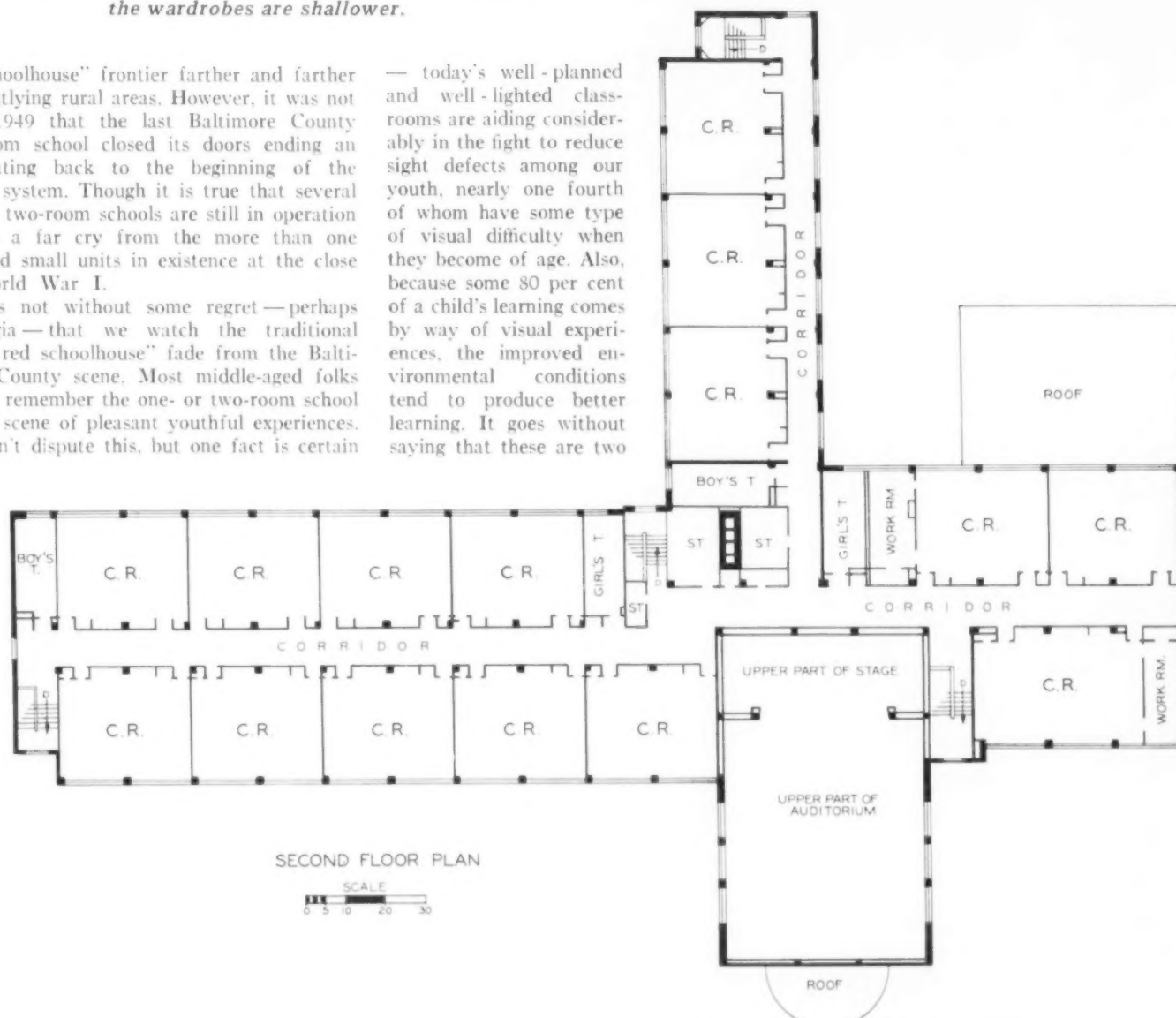


Corner in bilaterally lighted classroom showing light entering glass-block area above corridor and glass-block panel to provide borrowed light in corridor.

red schoolhouse" frontier farther and farther into outlying rural areas. However, it was not until 1949 that the last Baltimore County one-room school closed its doors ending an era dating back to the beginning of the school system. Though it is true that several county two-room schools are still in operation this is a far cry from the more than one hundred small units in existence at the close of World War I.

It is not without some regret — perhaps nostalgia — that we watch the traditional "little red schoolhouse" fade from the Baltimore County scene. Most middle-aged folks like to remember the one- or two-room school as the scene of pleasant youthful experiences. We can't dispute this, but one fact is certain

— today's well-planned and well-lighted classrooms are aiding considerably in the fight to reduce sight defects among our youth, nearly one fourth of whom have some type of visual difficulty when they become of age. Also, because some 80 per cent of a child's learning comes by way of visual experiences, the improved environmental conditions tend to produce better learning. It goes without saying that these are two

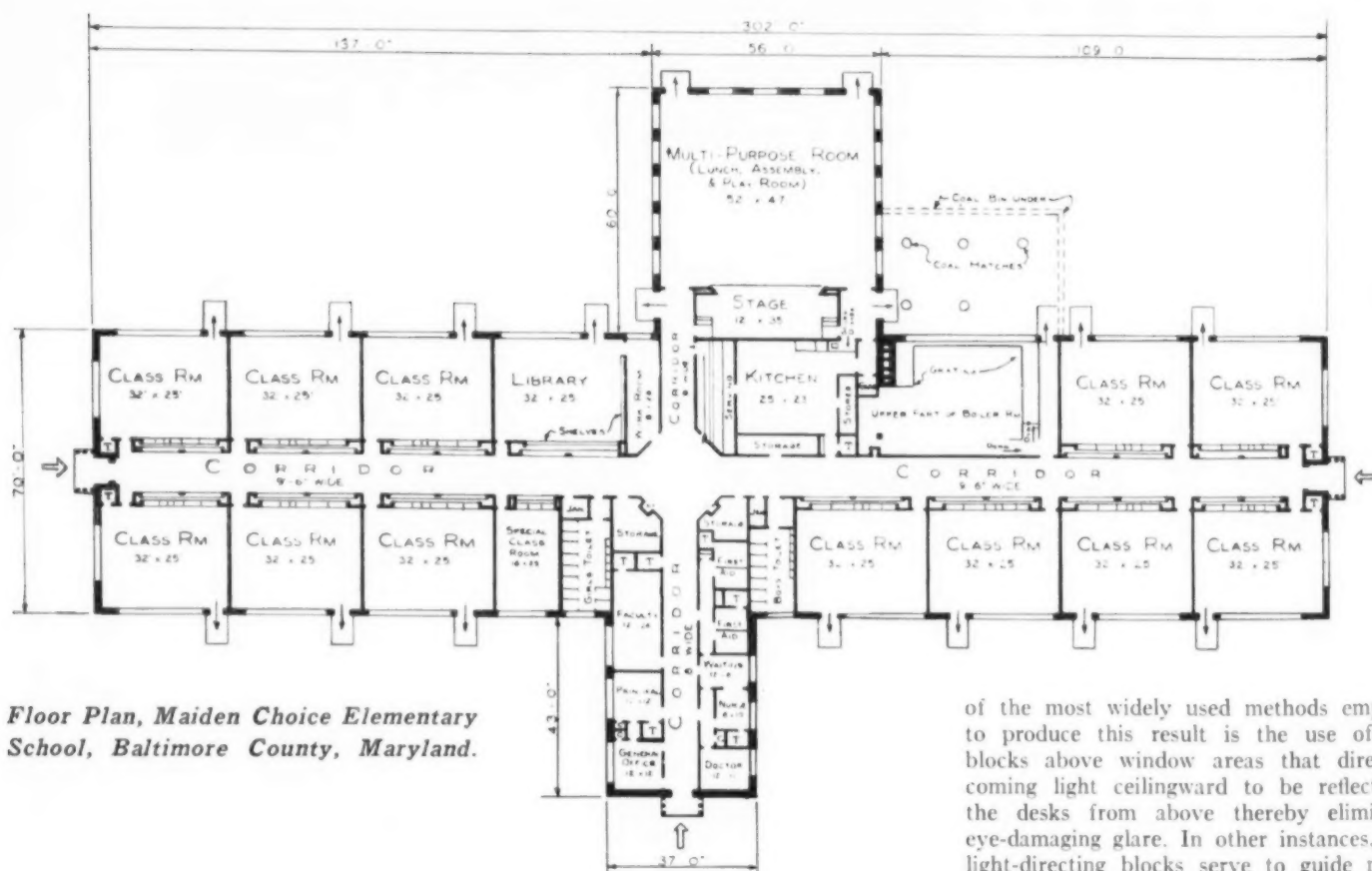


Second Floor Plan, Gray Manor Elementary School, Baltimore County, Md.





*The Maiden Choice Elementary School, Baltimore County, Maryland. — Henry Powell Hopkins, Architect, Baltimore.*



*Floor Plan, Maiden Choice Elementary School, Baltimore County, Maryland.*

excellent reasons for increased emphasis on classroom lighting.

Baltimore County is today conducting what may be termed a two-pronged assault on some of the factors leading to student visual difficulties. In addition to these preventive efforts, a remedial program is being conducted for pupils handicapped because of poor eyesight. Summarized, these efforts include: (1) the utilization of sight conservation features in the design, finish, and equipment of new

school buildings; (2) modernization of lighting systems in old existing school buildings; (3) special instruction for children handicapped by poor vision.

The 19 new schools and additions erected during the past five years in the county, seven new schools and one addition now under construction, and others in the planning stage have all been designed with a view to the fullest possible use of natural light in classroom interiors without harmful glare. One

of the most widely used methods employed to produce this result is the use of glass blocks above window areas that direct incoming light ceilingward to be reflected to the desks from above thereby eliminating eye-damaging glare. In other instances, these light-directing blocks serve to guide natural light to corridors and other interior locations thus reducing the need for artificial illumination. One of the new county elementary schools and another under construction utilize bilateral lighting to insure adequate natural classroom lighting. These buildings are designed to permit natural light to enter a classroom from opposite sides.

In every case, when natural light must be supplemented on cloudy days, or due to room location, approved nonglare fixtures — usually

(Concluded on page 82)

# A School Building Cost Study

H. W. Schmidt\*

Recently, the writer received an interesting document entitled, "A Recommended Procedure for Uniform School Construction Cost Reporting and Comparison." This project was sponsored jointly by the California Association of Public School Officials and the California Council of Architects. Messrs. Charles D. Gibson and Henry L. Wright were chairmen of the committees which prepared the material and issued it in its present form.

The contents of the document are of more than usual interest to the writer as he also has been confronted, from time to time, with the problem of comparing the costs of school buildings; not only in his own specific work, having to do with school construction on a state-wide basis, but also with this factor on a more or less national basis. He spent considerable time and effort to find an equitable basis for such a thesis but found the conditions existing so *variable* and so many specific differentials that he had to give up and rely upon a more or less careful analysis of *all* the elements presenting themselves and submitted, before a defensible cost comparison could be reached—and even then there were reservations.

Without digressing too much, the writer knows how much thought and work have gone into and been spent on the "Uniform Cost Accounting" by a group of interested people, many of whom are known to him personally and held in high esteem. At the same time it was observed that the same questions must have arisen as they did to the writer, as stated previously. In other words, and stating it baldly—we cannot very well get away from rationalization, and not to repeat, too many variables. In the very nature of the problem it seems almost impossible to reduce the cost comparisons to any uniform and mathematical basis which will yield defensible, uniform, and comparable data. In California, with the state groups involved, much of any rationalization would not be apparent, as the literature and planning of this region, for quite some years, shows a marked adherence to some uniformity, aside from the matter of the Pacific Uniform Code. So the group involved has a better understanding of *their* problems along these *uniform* lines and they know "whereof they speak."

## Features of the Document

The above has been written as a basis, in part at least, for the presentation of the balance of this article, and in order that the reader may appreciate the background of the

opinions expressed herewith. As the document cannot be presented in full, a number of excerpts from it will be given in order to get the main points involved before the reader.

The important features to be discussed and elaborated in the pamphlet are given in the Foreword under five headings:

1. Some practical uses for cost reporting and comparison data
2. Inadequacy of present-day practices of reporting costs
3. Minimum essentials for building construction and reporting
4. Procedures to secure essential data
5. The instruments to be used

There follow here a few quotes from the report: "The success of a uniform procedure and uniform instruments for the gathering of data . . . must depend in large part on having these . . . acceptable and usable by those involved. . . . Past attempts . . . all have ignored this fundamental concept, and all have been unsuccessful. This joint effort does not constitute an attempt to urge or compel school districts to change their current accounting method. . . ." (It goes on to say that if costs are to be compared, then the methods outlined should be used and so stated.)

To make a complete analysis of these factors which follow the Foreword, and comment thereon, would really mean the publication of the whole document which seems out of the question. We will therefore discuss and elaborate a few of those statements which seem to the writer, important ones.

Let us take Building Design Classification, the "yardstick" A, B, C: (A) is completely fire-resisting, (B) "moderately" so, and (C) "least fire-resisting," in other words non-fire-resisting, the rural school. (A) has classrooms of 900-1000 sq. ft., (B) the same, and (C) 650-960 sq. ft. per room. (Why this difference?) Then follow 14 construction items including heating, lighting, plumbing, etc. A few details at this point should be of interest to the reader. *Item 10*, "Heating," calls for gas fired units (a California feature not common to other parts of the nation) but no ventilation is mentioned. Class (C) calls for "console" heaters and "sometimes no heat."

*Item 11*, Artificial Lighting, calls for 4000 watts of energy for classes (A) and (B), which works out as 4.4 watts per sq. ft. for a 900 sq. ft. classroom, but for class (C) 1800 watts seems enough! This means 2.25 watts per sq. ft. The fixtures here may be "direct enclosing globes" or indirect incandescent or unshielded fluorescent fixtures. Poor youngsters, or do they have better eyesight than those in Class (A) and (B) buildings.

*Item 12*, Acoustics, again favors Classes

(A) and (B), and leaves Class (C) with "usually none" and "ceilings usually painted." *Item 14*, Fixed Equipment, designates Class (C) with "no doors on cabinets," while *Item 16*, Daylight Control, gives the latter classification either with "none" or "sometimes Venetian blinds or roller shades." (Read your own ticket.)

Then we have a list, Account Classification (see Table A), which has 45 items, a kind of specification, but with no actual specific designations in the explanatory paragraphs. For example, *Item 14*, Metal Doors: "Classify to this account all labor, material, and other costs in connection with furnishing, placing and hanging of steel, bronze, or other types of metal doors." That covers a "multitude of sins." The financial aspects of these items are covered by "the Breakdown of Contract Construction Costs" and required only of the successful bidder.

Here are a few more samples taken from this list: and see what we get. *No. 17*, Wood Floors: Flooring costs from \$215 to \$365. *No. 18*, Brick Work: These brick vary from \$35 to \$95 per M in cost. *No. 20*, Roofing: What ply, what type, what flashing such as G.I., steel, copper, or aluminum? *No. 22*, Finished Carpentry: pine, fir, redwood, maple, or oak? *No. 23*, Glass: plain, single or double strength, plate, blocks, and what kind? *No. 24*, Finish Hardware: a big variable as to cost. *No. 29*, Chalkboards: Composition or slate? *No. 30*, Asphalt tile and linoleum: They may differ in cost by 100 per cent. *No. 32*, Plumbing: What is the number of fixtures and kind, quality, etc. What ratio: 1:25 or 1:60?

## Are Factors Really Comparable?

But enough of these details; they certainly show that the cost factors are really not comparable, in the best and accepted sense, and if used as suggested in the Cost Reporting and Comparison they are apt to lead to very erroneous conclusions. Specifications are extremely vital and coverages in both Account Classification and the Yardstick are just "statements" common only to constructions in general but far removed from the details of actual specifications, which of course determine prices and thus are basic to comparisons. A real job can be done only when specifications are a part of the comparison task; not only these but planning educational as well as purely structural, is an important factor and control, in a measure, building costs. An expensive building may be poorly planned and inefficient.

\*School Building Consultant, Madison, Wis.

# BREAKDOWN OF CONTRACT CONSTRUCTION COSTS

(Required only of the successful bidder and to be used as a basis of remitting payments to Contractor)

School District.....

Name of Project.....

Name of Contractor.....

Items of Work	Amounts	Per Cent
1. Preliminary	\$....	..%
2. Clearing Site	.....	.....
3. Excavating	.....	.....
4. Form Work	.....	.....
5. Concrete Work	.....	.....
6. Cement Finish Work	.....	.....
7. Gunite Concrete	.....	.....
8. Reinforcing Steel	.....	.....
9. Structural Steel	.....	.....
10. Steel Stud Framing	.....	.....
11. Metal Sash	.....	.....
12. Miscellaneous Iron and Steel	.....	.....
13. Ornamental Metal	.....	.....
14. Metal Doors	.....	.....
15. Rough Carpentry Work	.....	.....
16. Glued Wood Beams and Arches	.....	.....
17. Finish Wood Floors	.....	.....
18. Brick Work and Masonry	.....	.....
19. Sheet Metal Work	.....	.....
20. Roofing	.....	.....
21. Lathing and Plastering	.....	.....
22. Finish Carpentry and Mill Work	.....	.....
23. Glass and Glazing	.....	.....
24. Finish Hardware	.....	.....
25. Special Window Hardware	.....	.....
26. Acoustic Tile Work	.....	.....
27. Tile and Marble Work	.....	.....
28. Terrazzo Work	.....	.....
29. Chalk Boards and Tack Boards	.....	.....
30. Asphalt Tile and Linoleum	.....	.....
31. Painting and Decorating	.....	.....
32. Plumbing and Piping, Rough	.....	.....
33. Plumbing and Piping, Finish	.....	.....
34. Heating and Ventilating, Rough	.....	.....
35. Heating and Ventilating, Finish	.....	.....
36. Electrical Work, Rough	.....	.....
37. Electrical Work, Finish	.....	.....
38. Electrical Work, Low Tension Equipment	.....	.....
39. Sprinkler System, Fire Protection	.....	.....
40. Shades and Blinds	.....	.....
41. Toilet Partitions, Metal	.....	.....
42. Folding Tables	.....	.....
43. Accordion Type Partitions	.....	.....
44. Kitchen Equipment	.....	.....
45. Stage Equipment and Drapes	.....	.....
46. Final Cleaning	.....	.....
(Other building construction costs)	.....	.....
47. ....	.....	.....
48. ....	.....	.....
49. ....	.....	.....
50. ....	.....	.....
Total Building Contract Construction Cost	\$....	\$....
51. Moving Buildings	\$....	\$....
52. Demolition	\$....	\$....
53. Utilities—Special Conditions	\$....	\$....
Water Well and Pumping Plant	.....	.....
Special Water Main, Off-Site	.....	.....
Sewer Main, Off-Site	.....	.....
Septic Tanks and Leaching Line	.....	.....
Special Electric Service, Off-Site	.....	.....
.....	.....	.....
.....	.....	.....
Subtotal Utilities	\$....	\$....
54. On-Site Development	\$....	\$....
A. C. Paving	.....	.....
D. G. Paving	.....	.....
Soil Treatment	.....	.....
Lawns	.....	.....
Turfing	.....	.....
Lawn Sprinklers	.....	.....
Incinerator	.....	.....
Service Yard	.....	.....
Fencing	.....	.....
Site Clearing and Grading (beyond 20 ft. from building)	.....	.....
Drainage Structures	.....	.....
Retaining Walls	.....	.....
Playground Equipment	.....	.....
.....	.....	.....
.....	.....	.....
Subtotal On-Site Development	\$....	\$....
55. Off-Site Development	\$....	\$....
Street Construction	.....	.....
Street Side Walks	.....	.....
Street Curbs and Gutters	.....	.....
.....	.....	.....
.....	.....	.....
Subtotal Off-Site Development	\$....	\$....
Total (Items 51 through 55)	\$....	\$....
Grand Total (Items 1 through 55)	\$....	\$....

Another matter of vital importance in cost comparisons is the "measure" employed. For years it has been customary to report costs on a cubic foot basis. The present document changes this and advocates the square foot measure as being "best adapted for general comparisons." Continuing the quote: "The square foot is a measurement of floor space to be used, and is more significant for cost analysis than the cubic foot, classroom unit, or pupil unit. The *cubic content* of buildings varies greatly for given spaces due to ceiling heights, foundation depths. . . . Any given number of *classrooms*, or *pupils* in a school will have accompanying toilets, storage, administrative units, health units . . . the size and scope of which vary greatly from school to school. . . ." The computed area, in square



feet is defined as: "Totally enclosed spaces count as full area; covered unenclosed area (excluding eaves) count one-half area. All measurements are made from the exterior rough wall lines." The reader, if he has a plan handy, can now figure out for himself how the above will work out on a comparison basis. Good luck!

To be frank, and as the reader will have surmised by this time, the writer is not sold on the above criterion for cost comparison purposes due to the large number of variables already stated and implied. Here we have a school which has classrooms with 10-foot ceilings, another with 12-foot ones, and still another with sloping ceilings from 9 to 13 feet. One school has single open corridors and another has double loaded ones. One school has a small, simple assembly hall, another has a large auditorium with all the "trimmings." No need to say that cost comparisons, without *all* fundamentals available, will not be of any particular value under these circumstances and may be considered more or less futile and are apt to lead to indefensible conclusions. The Breakdown Costs Table simply gives the over-all costs broken down into detailed ones without laying a foundation for real comparisons. What meaning is one to attach to the fact that the plumbing is 4 per

cent of the over-all cost in one case and 7 per cent in another, or that heating installations vary from 7 to 16 per cent or that artificial lighting cost has a spread from 2 to 5 per cent? Unless the various specifications in the comparison areas are available, these figures do not mean much, at least to the writer. Maybe the reader feels differently about it; if so, we will not quarrel about it.

## A Typical Comparison

Now the writer will change his "literary style" and go from the third to the first person. I have here actual plans and specifications of two elementary schools erected about the same time, in 1939 and 1940. (A) has fifteen classrooms, a partial basement and is two stories in height. (B) has 12 classrooms and in other respects is like (A). The construction features and the building areas are about the same, likewise the cubic contents. (B) has more auxiliary spaces, better materials, better heating, lighting, plumbing, etc.

(A) cost \$210,000 while (B) costs ran up to \$231,000, in round numbers. On the cubic foot basis, the costs were 60 and 66 cents respectively; on the square foot assumption \$10.50 and \$11.05. These figures are fairly accurate. On the classroom basis the costs were \$14 and \$19.25. All I get from the above is that the 15-room structure is a little cheaper, no matter how I figure it. Well, what of it? Has school (B) cost too much when all is considered? How about the specifications, or the educational efficiency? If I take all the variables into consideration may not (B) be the "cheaper" school of the two even if it has fewer classrooms? And it is, at least in my opinion. So what do comparative costs amount to without a careful analysis not offered by either the 45 items of the Breakdown or the 19 items of the Yardstick? Reiterating, I want the plans and specifications and then use them as fundamentals in comparing building costs; figures as such do not satisfy me. Unfortunately I do not have the Breakdown figures for these cases and if I had, what would they tell me? Only that the costs of various items differ and that maybe higher costs reflect better qualities—but not necessarily. So, again, I want the whole story before committing myself to a comparison judgment. Maybe I am too "pernickety," as the saying goes. Oh, well.

To return to the third person: The writer believes this is a good place and time to say *Finis* to this brief explanatory article on an interesting phase of school building construction. There is much of the controversial in the whole subject, as already stated, in spite of the "clear statements" and basic facts presented in very readable form, even if not entirely satisfactory or acceptable to the school building fraternity as a whole. Even if one does not agree wholly with it, the document is thought provoking. Maybe the future will bring forth more generally applicable data and methods for cost comparisons. But again, I doubt it unless more details, specifications, plans, etc., and underlying efficient educational use of the building are concomitant features of the comparisons.



# A Man of Real Consequence

Albert S. Davis\*

## 1.

A trifle more than three and a quarter centuries ago, a fair number of men, women, and children moored their barque on a wild New England shore, climbed up on a good-sized rock since become historic, took a look around them, and in many instances came to an immediate conclusion that this new-found haven wasn't so hot.

It surely was not, neither in the vernacular nor in terms of purest English. Winters in New England seldom are. In spite of this, all were glad enough to get off that little boat after the stormy voyage which lasted several months. Strong, sturdy people they most certainly were, the type of folks who are willing to get down to business and do something for themselves, rather than make an immediate inquiry for the nearest Relief Office. They had what it takes. How well they succeeded is one of the proud boasts of a proud lineage.

So much for this group and entirely by way of preamble. History has lived long enough to show they require no apology. Neither did certain of these pilgrims need bow their heads, since they soon grew a little fed up on the long, cold winters. Very probably they were pretty much the same as you and I. Legend has it that after a few years some decided to pack up their belongings and go farther south where they might make an honest living in an easier climate. So they did just that. Seems to me these scattered individuals showed great good sense.

How they made their way to this new location is something I don't know, and most likely it's not too important. For our purposes, at least. The main thing is, they came eventually to the long peninsula which stretches its way for thirty miles and more between the Atlantic on the east and the broad stretches of Delaware Bay on the west. And there they settled and there many of their descendants live to this day, in and around the old town of Cape May, N. J.

If you ever happen to visit this part of the country, you might like to walk through an old churchyard two or three miles back from the ocean, on a little hillside in this rolling farming country. You'll find in reading the inscriptions on the half-covered stones a veritable list of Who's Who in eastern Massachusetts. And on your way back to the shore you might drop in at the high school, and look over the names of the boys and girls in the registers of attendance, many of whom go straight back in their ancestry to the

days of the pilgrims. You may be a bit surprised. I know I was.

Times have changed Cape May in a good many ways. But among these original families there still persists the influence of traditions, attitudes, and customs handed down across these many years. There seems to be a distinct reflection of this influence, mellowed by time, in a substantial part of the community . . . schools included, of course.

My many vacations in Cape May have been profitable in various ways. In one, especially. For it was here I first met the man about whom this story is written. The title is deliberately chosen and after considerable reflection. In my opinion, and that of many other people who know William J. Moore, it is well chosen.

## 2.

My Man of Real Consequence did not ask me to write his story. Like most people who really amount to something he has been altogether too busy during his long life to worry very much about his own importance. As a matter of fact, it took me years to pry it out of him. His consent was certainly not given for self-glorification, but as finally stated in one of his infrequent letters: "You have my permission to tell my story. I am giving you this because what I have tried to do over all this time may be of some help to others of my own race."

Yes, Mr. Moore happens to be colored. Not that this happenstance of birth has any particular significance nowadays. Seems to me quite a number of us, whites by happenstance of birth, may also get considerable help from his story. I know I have.

For fifty-two consecutive years you might have addressed him as Principal of the West Cape May School. That was the address I used in sending him occasionally some of my own reports of new adventures in education, asking for his criticism and hoping he might find something worth while. Now he has retired from active schoolwork. But he still lives in the same community. At least, they haven't entirely lost him.

There have been others who have served in education for a half century. Of Course. My own father, for one. Maybe that is one of the reasons why I appreciate Mr. Moore as I do. I know the job it is for any schoolman to keep his own family and himself going successfully for any considerable period of time, no matter how fortunate he may be. But just how many school people do you know who have carried such a chore for fifty years and

longer in the same community? Not very many, I'll wager. Yet, that's just exactly what this Man of Real Consequence did. I remember hearing someone say something once about a man who "had poured his whole life into making other people better people." Possibly this someone may have had Mr. Moore in mind.

## 3.

Reference has been made to the strong, sturdy stock of the pilgrims. It took a lot of hard work to keep going in those days. Granted. But may I point out that it took a lot of hard work and probably harder work for colored people to keep going in pre-Civil War days, especially if you happened to be a slave and worked the southern cotton fields from morn to dark for the man who owned you. Not much fun in that. A good many managed to run away and find homes in the north via the Underground Railroad. That was what Mr. Moore's grandfather did. Later on he brought his family to live with him in West Chester, Pa. That's where this little colored boy received his schooling, going through high school and next preparing for teaching in the Normal School of Howard University. After a couple of teaching spells in other schools, Mr. Moore made his way to Cape May and there he has been ever since. With his family.

Some way or other as I tell this story, lines from an old and much loved song keep running through my head: "I am so dreadful lonely since Dinah went away," in that Mr. Moore said good-by, forever, to his wife several years after their golden wedding anniversary. He told me about this in the post office one day. I didn't know she had been so ill. . . . Nor did my own wife.

## 4.

There is a country club in Cape May with a clubhouse not far from a considerable number of well-kept tennis courts. Close to these is a little building where equipment is kept, and in front of this there is a long bench, shaded by a large tree. The shade is grateful on a hot day. It was here I first saw Mr. Moore; saw this wiry, grizzle-headed man, sun cap on his head, giving a tennis lesson to a young boy.

If you have ever played much tennis you know it can be an awfully exasperating experience at times. Ordinarily, you won't get too far if you haven't learned to keep your temper. It must be doubly difficult when

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teaching the game, especially since the adept teacher is continually called upon to study the temperament, the physical and mental reactions and co-ordinations of the fellow on the other side of the net—to mention just a few items in the teaching process. It has always seemed to me that a person who can successfully teach beginners in a highly specialized game, as well as coach the more advanced, can most likely teach anything—if he has the requisite knowledge. . . . Fundamentally, real teachers are first of all real people, people who have learned to study themselves and try to correct themselves before undertaking to correct and advise other people . . . especially children.

Old stuff? Oh, sure, very old. In fact, you'll find the same thing said but in a very different way in the back pages of a certain Book—and said nearly two thousand years ago. Old? Yes . . . but still worth while remembering in a schoolroom . . . or anywhere else.

There was a decidedly overheated player sitting next to me on the bench. I gave him the light he asked.

"That man out there has more patience and kindness with a boy than anyone I've ever seen," said I. And a little later, "Who is he, anyway?"

With a surprised look, "Why, that's William Moore. I thought everybody knows him. He runs the courts here."

"Yes," said another. "And he is the best doggoned tennis coach anywhere around. Why, half the players here come all the way down from Philadelphia to get his help."

That was their version. They didn't say anything about his being a public school teacher. Maybe they didn't know. I found this out later. From one of the superintendents in the Philadelphia school system whose son was one of the better players in the main tournament.

It was this first morning at the courts when I decided I'd like to become better acquainted with Mr. Moore. Any man who knows how to handle children as he does is a good person for a schoolman to know. . . . One can always learn!

## 5.

We were sitting on the bench one afternoon, Mr. Moore and I. Our conversation I recall was partly about the speed kings slamming the ball around the courts, partly about the merits of high lobs as an attacking weapon, a favorite theory of mine. I had been noticing a strapping big colored man, thirtyish in appearance, who evidently was taking over for Mr. Moore down at one end of the courts.

"Seems to know what he is doing," said I.

"He certainly does," was the reply. "Smart out here on the courts, and good and smart in school. Guess he is about the smartest of all my children."

"Have you other children?"

Mr. Moore looked at me and there was a twinkle in his eye. "Eight others besides this one, and all doing well. Two more died. I miss them a great deal."

Then he let me have it. I won't try to



William J. Moore  
*From an informal portrait taken at  
the playground where he supervises  
the tennis play.*

give all the detail. But here's his score: Of his nine living children, seven are high school graduates. The two others, after three years in high school went, one to a training school where he graduated, the other into the Coast Guard.

So far, so good. But,

Of the seven who graduated from high school, six are college graduates; the seventh was forced to leave college after three years on account of poor health.

That's slightly something, isn't it! But,

Three of the six college graduates have also earned their master's degrees, and a fourth is on his way.

Again, decidedly something, when one reviews a few such matters as wars, depressions, cuts in pay, high taxes, through which we have managed to wade in some way or other. . . . But mostly not on the small salary this man was being paid.

Now, what are these six college graduates doing?

Every blessed one of them is teaching, in college or high school—and several in advanced positions!

Of the remaining three children: one is a civil service worker; the second is an expert in speedboat building. The third and last to be accounted for is connected with an industry in New York City.

Well, Mister, just what do you think of that record? Looks as if Mr. Moore practiced in his own family what he preached in the way of educational dogma. To a rather considerable extent!

But what about the children of other people? Admitted he has certainly taken

care of his own. Let's examine *this* record for a moment.

For example: in the past twenty-five years, thirty young colored men and women caught the same inspiration and went on from the little West Cape May School to high school and then to college. Talk about building ambitions in other people! But what of those who didn't or couldn't go ahead with an advanced education? South Jersey is full of respected citizens making good in their own lines of work who bear the trade-mark, "William J. Moore."

Why, it was only a few weeks ago I was told by an old resident that practically every house in West Cape May is owned by its occupant. "What's more," said he, "they keep their taxes paid up."

"You see," he continued, "after awhile Mr. Moore was allowed to teach a lot of things not in the books. So, he told the children it was right to work hard, to save their money, to be kind and decent to other folks, to be self-respecting . . . and to stay out of gin mills. Guess that's a result of practical religion, isn't it? Anyway, so far as I know and I've lived here all my life, most every houseowner in this town went to school to Mr. Moore sometime or other. I say, his results certainly show, don't they?"

They surely do! . . .

Well, here's a man who went down to his own house justified. For it wasn't just *talk* with this man. He *did* it!

They gave him a big send-off, of course, when he retired. Speeches, citations, and all that sort of thing. Citations and send-offs, however, have a way of being forgotten. But the imprint of William J. Moore on the lives and characters of all those boys and girls over his half century and more is indelible. . . . It will not fade away.

## 6.

. . . The pilgrims had what it takes. Definitely so. Tough enough, their experience. But they came to the New World with hope. How about all those other pilgrims who came to the New World without hope and against their will? Not in the "Mayflower," but in the dirty, sweaty, stinking holds of slave ships. . . .

There is reward enough and honor enough to go around for everyone—if inspiration is provided!

## 7.

It was a couple of summers ago, I think, when Mr. Moore and I were again sitting on the same bench. He had retired from schoolwork, and I had retired from schoolwork, and each of us was glad we didn't sit down to die but had taken over other jobs which we really enjoy. Our conversation was desultory with the occasional long silences which good companions understand. Suddenly he turned, and then he said something which hit me as squarely as anything I've ever heard.

"My friend, of course I know you are a white man. I hope you know I respect you. May I speak my mind freely?"

(Concluded on page 84)



# Federal Taxes in Proposals for Federal Aid to Public Education?\*

Ralph C. Geigle\*\*

From time to time it has been suggested that state differences in fiscal ability to pay taxes should not be measured by the gross incomes received by individuals, but rather by the net incomes received after the deduction of the federal taxes paid by these residents of the states. Although income receipts have been accepted to represent a valid index for measuring the fiscal ability of the states, it is held that federal taxes and particularly personal income taxes constitute an income drain. The subject is of increasing interest for three reasons: (1) Federal taxes now needed are increasing and are thereby effecting a reduction in the amounts available to meet the needed and increasing state services. (2) This federal tax drain is unequal among the states. (3) We have been unmindful of the need of making tax adjustments to cope with the situation.

In 1933, those taxes having an incidence on individual income receipts were 4.05 per cent of total individual incomes received; in 1937 they rose to 5.40 per cent; in 1941, to 6.85 per cent; and in 1945, the drain had increased to 16.97 per cent. The last mentioned percentage represented a 148 per cent increase over the 1941 figure. Since 1945 was the latest year for which federal tax incidence data are available, the present status remains totally a matter of conjecture.

As early as 1943, Dr. Paul Studenski held that personal income taxes absorbed a larger proportion of incomes in the wealthier states than in the poorer states. Utilizing data released by the Social Security Board, covering all federal taxes having an incidence on individual income receipts, it was learned that the same finding continues to be true. In 1945 the average per cent of total incomes received withdrawn in the form of federal taxes in the ten wealthiest states was 22.87 per cent. In the same year the average per cent of total incomes received withdrawn in the form of federal taxes in the ten least wealthy states was 11.67 per cent.

## Federal Drain Varies

As regards inequalities in federal tax drain, it was noted that in 1937, the federal tax drain in Delaware was almost four and one-half times greater than in Mississippi. The drain in 1945 in Delaware was approaching 40 per cent of the total individual incomes, while in Nevada, California, Illinois, New

York, and Rhode Island, the drain was more than 20 per cent. In this latter year the federal tax withdrawals in Mississippi and Arkansas were less than 10 per cent of the total incomes received by individuals.

Is such an inequality among the states in the burden of federal taxes a significant factor? The query is important and invites the attention of schoolmen because no consideration of such a factor has been noted in any type of proposed federal aid legislation and, probably, as a result of such nonconcern, no attempt is being made to compute federal tax incidences.

It would appear that the inequalities noted above are severe enough to seriously affect the indexes computed from fiscal ability data

involved. That this is true was witnessed in the examination of effort indexes computed, on the one hand, in the orthodox manner (as in federal aid to education bills) as the per cent of individual income payments (unrefined) expended for public education and on the other hand, as the per cent of such individual income payments expended when such income payments have been reduced by the incidence of federal taxes. Obviously, under these conditions, the index of effort in those states bearing the greatest tax incidence, the wealthier states, would reflect comparatively greater advances. Statistically, the mean improvement in 1945 in the ten wealthiest states under the above conditions would have been .35 per cent, while in the ten least wealthy states .24 per cent. The latter figures, per se, appear of little moment, except when used in computations involving billions of dollars as is here the case. The average per cent rise in the effort index in the ten wealthiest states is 44 per cent greater than that noted in the ten least wealthy states.

It is concluded that it is becoming increasingly necessary to shift from total individual income receipts to income receipts adjusted by federal taxes in computing state fiscal abilities whether it be for social security benefits or educational aid. If the need of adjustment is considered mandatory, such an agency as the Department of Treasury or Commerce should regularly prepare valid estimates of such incidences.



ROCKY FORD BOARD OF EDUCATION STUDIES EDUCATION

The board of education of Rocky Ford, Colo., has reversed the usual procedure at its meetings. Instead of discussing and approving bills and wrestling with problems of the physical plant at the beginning of its meeting it places these items at the end of the agenda.

At each meeting, while still fresh, the board listens to the superintendent, principals, department heads, and teachers as they present the problems and progress connected with the educational program. The board members ask questions, get clarifications, and consider recommendations. Out of this come board policies.

At the December meeting the principals presented graphic interpretations of the results of a school-wide testing program. The principals and the superintendent pointed out the strengths and weaknesses exposed by the tests and indicated what immediate and long term action could be taken to solve the problems.

One board member remarked, "I have become fascinated with this program and this information. I find myself giving more and more time to consideration of our educational problems and their solution." — L. V. Simmons, Superintendent of Schools, Rocky Ford, Colo.

In the picture, standing, left to right: Superintendent L. V. Simmons, Elementary Principal Helen Showers, Elementary Principal Emabel Minor, Junior-Senior High School Principal R. A. Huckins, Elementary Principal Olive Walk.

Seated, left to right: Mrs. Louise North, Robert T. Babcock, Vice-President John Law, members of the board of education; R. E. Olson, business manager, Board Member Wayne Pott, and Board President Dr. B. F. Blotz.

\*An abstract of a dissertation submitted to the Faculty of the School of Education of the George Washington University, November, 1950.

\*\*Supervising Principal, North-Mont Joint School, Turbotville, Pa.



# The American School Board Journal

William C. Bruce, Editor

## SCHOOL BOARD UNITY

A COMMON cause of inefficiency in a board of education is the lack of unity among the members due to adherence to causes and interests not within the main objective of the whole enterprise—the education of the children. It is inevitable that in any board there will be differences in the individual members' philosophy of life; there will be differences of economic status and political beliefs, of religion and racial origins, of personal and family loyalties, and of group adherences. There will be differences in life experiences, in age and maturity, and in basic abilities and education. All this is to be expected in a cosmopolitan situation and even in a small community which is largely or partly rural. These differences form a weakness of democracy in government. At the same time they are one of its strongest elements of success, and the means of keeping the individual and his rights in the forefront. Totalitarian types of government do not need boards to thresh out their problems, even on the local level; a single individual is sufficient to enforce his will on that of the official higher-up.

There is need in every board of education for unity in purpose and action. This does not mean that there should be no differences of opinion as between individual board members which are discussed, in fact, every new proposal will probably bring out a wide variety of opinions all based on the differences of background, personal experience, and interests mentioned above.

The main point here is that sound leadership of the superintendent should shortly cause each member to assert within his consciousness his basic interest in the education of the child so that there will be an approach to agreement and a reasonable unanimity in the vote.

It is fatal for a school system when there are permanent majority and minority groups that can be expected to vote along predetermined lines and to reflect, not the interests of the children, but the objectives of the political, sectional, labor, or other group which the individuals represent. A loyal opposition in the form of a single member, or of a group of members, is no bar to unity, provided there is a steady support of the principles of democracy and of the purposes which the schools are seeking to achieve.

## WHY BUY IN JUNE?

NINETY per cent of the school boards of 242 larger communities in 28 states place over 90 per cent of their orders for school equipment, books, and supplies during the months of May, June, and July. A study made by A. F. Nienhuser, of the Cleveland, Ohio, school purchasing department indicates that this practice is responsible for (a) increased prices of the items purchased, (b) delays and confusion in deliveries, and (c) frequent embarrassment to teachers in their teaching programs. Mr. Nienhuser declares that there is no sound reason why the purchasing of school materials cannot be distributed evenly over the entire calendar year. He indicates that such a practice, which is followed in a slowly growing number of communities, will help the schools because it will (1) spread the work of the purchasing, warehousing, and delivery crews, (2) assure the schools of lower prices, (3) improve the quality of the articles purchased, (4) reduce shipping and delivery difficulties, and (5) provide teachers and children with needed materials exactly when wanted.

The change-over from a brief buying period in the early summer to an all-year plan requires numerous changes in requisitioning habits of teachers, in building inventory methods, in deliveries from warehouse to schools, in budgeting, etc. The idea must be accepted by all members of the school staffs before it is put into effect. Vendors and manufacturers must be, at least, notified. It is interesting that no school system in a large or small city, which has gone over to an all-year plan, has returned to the rush of summer buying.

## TO SERVE THE CHILDREN

UNDER the above title, the *Washington Post* on January 3, 1952, discussed the reelection of Dr. Hobart Corning for his third term as superintendent of the public schools of the District of Columbia. By implication and direct statement, the editorial touches upon some of the most important principles of city school administration and outlines the significant responsibilities and relations of the board of education and the superintendent of schools, all in terms of the controversies and troublesome happenings in the schools of the nation's capital. The whole matter is so typical that the editorial deserves wide attention by school board members:

In a graceful response yesterday to the news that he had been reappointed superintendent of schools, Dr. Hobart Corning told the board of education that he looked upon the decision as a renewed opportunity to serve the children of the District. It is a challenging and exacting opportunity. A majority of the members of the board evidently felt that Dr. Corning is better qualified to meet it than anybody else available. Having chosen him for another term, the board now owes him its wholehearted support. He cannot fulfill his opportunity without support of this kind.

Dr. Corning has certainly not enjoyed full support from the board of education during his present term of office. At least one member has been openly hostile to him and has seized every chance to make his task more difficult; the superintendent's reappointment is a clear rebuke to that board member. The board as a whole has repeatedly invaded the superintendent's province and has mired itself in administrative problems which it has no competence to handle.

In some part, this interference has been due to Dr. Corning's reluctance to assume responsibility and assert authority—to his failure to show the kind of leadership in educational matters which a board made up of laymen is entitled to expect from a professional educator. In some part, it has been due to an unhappy tendency within the board to pass judgment on every detail of school administration. And in some part, moreover, it has resulted from politicking over reappointment of the superintendent and from his own uncertainty as to his tenure. His jurisdiction should be clearly delineated from now on—and should be thoroughly respected.

Dr. Corning's task calls for courageous and imaginative leadership. He will have to protect the District's schools from attacks by men and women who are allergic to ideas and believe learning should be by rote. He cannot provide this protection by truckling to the attackers—by compromising on matters of principle as he did, for example, in the clearing of school speakers by indiscriminate reference to the files of the House Committee on Un-American Activities.

Dr. Corning's task calls equally for foresighted planning. It is immensely difficult to keep a segregated school system in equitable balance when the racial composition of school neighborhoods is in a state of constant flux. Nevertheless, the superintendent will have to anticipate population changes and be prepared to make swift adjustments to them—on his own initiative, rather than under coercion by interested groups. He ought to begin preparation of the school system, moreover, for the eventual abandonment of segregation, so that this abandonment can be accomplished without undue shock and dislocation.

This newspaper candidly opposed the reappointment of Dr. Corning, although it had no question as to his conscientiousness and devotion to the District schools. But the controversy concerning him is now settled. The acerbities of the past ought to be forgotten. The dominant interest of the community is the interest to which Dr. Corning has pledged himself anew with indubitable sincerity—to serve the children. In this service, we can all join hands to help him.

## THE PROBLEM CHILD

THE high school has been criticized unfairly in recent years for "watering down" its program, for emphasizing courses that are considered to be easy, and for adapting itself to the growing practice of holding all children of whatever ability to continue until graduation. In direct opposition to the foregoing charges some commentators have noted the efforts of some high schools to raise their standards of scholarship and to neglect those children who most need care and encouragement—the boys and girls with limited mental abilities, those who are failures in the academic courses.

A thoroughly competent social worker may point out the causes of any child's personal situation and a good guidance man may suggest procedures for solving the problems. But, for each such child there is needed the personal work of a determined teacher of sympathy and deep insight into child nature, who will take upon herself the task of gaining the child's confidence and of firmly and wisely leading him to self-realization and self-respect. If that teacher is able to overlook periodic lapses and to cause the child to try again and to work to the best of his ability, she can develop enduring attitudes and interests and open the doors to successful adult life.

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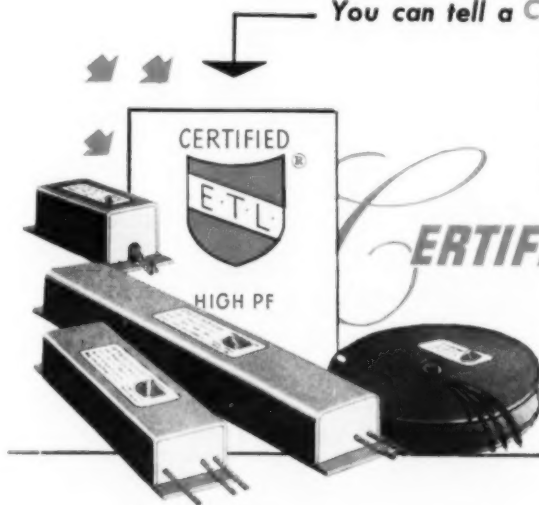
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# SCHOOL ADMINISTRATION IN ACTION



## PROGRESS IN ATLANTA, GEORGIA

Since 1946 a number of changes have been effected in the administration of the schools at Atlanta, Ga. Under the direction of Supt. Ira Jarrell, coeducation in high schools has been effected for the first time since 1875; a change to community high schools was made in 1946 involving four high schools and 13 community high schools. The curriculum has been revised and adapted to the needs of students in community schools.

During this period also, a \$9,000,000 bond building program was launched. Equal salaries for elementary and high school teachers, Negro and white, have been effected. The teacher load has been lowered and a new salary schedule has been placed in operation.

Beginning January 1, 1952, all county schools and students became a part of the Atlanta city schools, under a plan of improvement passed by the Georgia legislature. The school board now has nine members, elected by the city at large, instead of six as formerly. Three new members were elected and took their seats on January 1.

The board is completing plans for an additional \$6,000,000 building program to be launched early in 1952.

## NEW GROUPING PLAN

At Winsted, Conn., the practice of grouping whole grades by ability had been the criterion for teaching previous to the year 1950.

In the opinion of Supt. Frank D. Lawler, the democratic process is one which permits the pupil to rise through his own efforts. Having observed that a child may achieve understanding in one subject, but a low average in another, he early recognized that it is impossible to group children on any common level, or to achieve homogeneity on the basis of intelligence.

Under the new grouping plan, the grouping is done within the grades. The different divisions are grouped heterogeneously and groups are formed within each division. Under the plan it is now possible for a child to be in a slow group in one aspect of the school program, and in a superior group in another subject offering. Children with special abilities in certain areas are regularly encouraged to progress more rapidly in these subjects, and they are not retarded because of slow progress in other fields. The plan has worked out very satisfactorily to the benefit of the child and the more efficient operation of the school program.

## MEET GROWTH OF SCHOOLS

The continued growth of the public schools of Colorado Springs, Colo., has greatly increased the personnel problems, especially in the employment of a constantly increasing staff. Two practices added this year to meet special problems of assimilation and adaptation for new teachers are: (1) a two-day orientation program required of all newly appointed teachers during the week preceding the school opening in the fall; (2) an expanded program of in-service workshops stressing the use of materials and methods at the elementary level.

The most recent change in the schools calls

for a conference and planning period each day, for all intermediate grade teachers, similar to that in use at the secondary level. This is accomplished through the departmentalization of music and physical education by special teachers. This special period provides a valuable opportunity for teacher assistance to individual students, as well as relief for teachers with large classes which cannot be reduced in size because of building limitations.

## TOWN MEETINGS HELD

Public school town meetings are being held in the Salinas Union High School, Salinas, Calif., to permit the parents and taxpayers to ask questions about the school program.

The first of these meetings took place in December, and in spite of inclement weather, some 300 persons were in attendance. Following a general session, some 13 sectional meetings were conducted. The sections ranged from "the three R's" and testing and guidance at the elementary level, to a section for those interested in the junior college program.

School personnel acted as consultants at each of the sectional meetings, and lay people served as chairmen and recorders. The recorders presented their reports at a general meeting following the 50-minute sectional meetings. Supt. J. F. Ching served as consultant at the section on "Finance and Administration" and presided at the opening and closing sessions.

Because of the interest manifested in the meeting, similar town meetings are being planned in other residential areas within the school district. At each of these meetings it is planned to cover all school levels from kindergarten through evening school and college.

## RADIO ACTIVITIES IN PHILADELPHIA

Radio is an integral part of the instructional methods in all Philadelphia public and parochial schools. Considerable progress has been made in the technics of broadcasting and in the character of the subject matter used for broadcasts, so that in the opinion of the school authorities radio is an indispensable part of the Philadelphia elementary and secondary schools. The work is under the direction of Miss Gertrude A. Golden, an associate superintendent of schools, and a special committee of teachers in charge of production, script writing, etc.

The first radio programs in Philadelphia, Pa., were developed by a radio committee, under the leadership of the late Dr. Holman White, and were chiefly for out-of-school listening. They gave teachers an opportunity to learn what others were doing and, in addition, had great inspirational value for participants.

In 1942, Miss Gertrude A. Golden took over as one of her responsibilities the direction of radio activities and inaugurated the regular broadcasting of in-school programs. Later, she and her committee collaborated with Station KYW to establish a radio workshop for teachers. There followed the organization of the staff of radio assistants who took over the arranging and writing of school programs, assisting in production, and advising teachers on classroom technics.

In January, 1948, the radio staff was assigned to the school-community relations office. In 1950, the board of superintendents changed their status from teachers-on-leave to members of the radio-television staff.

By June, 1951, the numbers of children listening weekly to radio programs had grown enormously. A total of 226,180 children were listening regularly; 98,046 were listening occasionally; and a maximum of 324,226 were listening. In addition, a great number of students in parochial, private, and suburban schools are regular listeners. These schools join with the public schools in the production of some of the programs.

The number of radio sets in use as of December, 1951, was 2492.

## OPERATE ATHLETIC INJURY BENEFIT PLAN

At Searcy, Ark., the schools are participating in an athletic injury benefit plan, developed especially for members of the State High School Athletic Association. The plan which is based on actual experience obtained during the past 14 years and on suggestions made by school officials, parents, and other persons is underwritten for the State Association by an insurance company at Denver, Colo.

The object of the plan is twofold: (1) to provide reasonable fees for treatment of injured athletes, and (2) to keep the cost low enough so that it can be afforded by any athlete. A compensation schedule of payment has been adopted which is approximately the same as that for industrial compensation work.

The program is deemed a big step forward toward solution of the problem of providing medical attention for athletic injuries. Under the plan, (1) the school district pays the premium on the policy; and (2) endorses each injury check in favor of the doctor; (3) services not compensated for and amounts due the doctor beyond allowances of the policy are paid by the athlete.

## SAN MATEO DEVELOPS WORKING RELATIONSHIPS

In order to gain the closest possible working relationships between teachers and parents for the benefit of the children, the Hillsborough School District, at San Mateo, Calif., under the direction of C. H. Kramer, superintendent of schools, has developed a program which has proved most successful.

At the beginning of each school year, a series of evening meetings are held, named "What to Expect Discussions." At each meeting the participants discuss children and subject matter of a specific age level, and "What to Expect" in the school program. Parents are informed at to what they may do to co-ordinate and help the teacher for the benefit of the children.

These meetings are followed at a later date by afternoon discussions with teachers and parents at each grade level. At this time the specific phases of reading, arithmetic, etc., are discussed.

In addition to traditional report cards, a two-way means of communication is used. School days are set in the spring and fall for individual teacher-parent conferences. At each of these periods, the parents are given an opportunity to discuss privately the progress of their children with the teachers.

► At Mansfield, Pa., LYLE CLEVELAND has been elected president, and I. J. WELLS, vice-president.

► HARRY A. MONTGOMERY is the new president of the board at Kittanning, Pa. WILLIAM M. McCUNE was named vice-president.



# school authorities choose

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**SCHOOL BOARD JOURNAL for FEBRUARY, 1952**

# AASA Speakers on School Board Problems



Paul J. Edinger



F. H. Trotter



Harold B. Gores



J. Burton Vasche



M. Lynn Bennion

PAUL J. EDINGER, supervising principal, North Rose Central Schools, North Rose, New York, will serve as chairman of a discussion group on "Boards of Education and Their Printed Policies" at the Boston meeting.

F. H. TROTTER, Chattanooga, Tenn., president of the National School Boards Association, will address a general session in St. Louis.

HAROLD B. GORES, superintendent of schools, Newtonville, Mass., will serve as chairman of a discussion group on "Boards of Education and Their Public Relations" at Boston.

J. BURTON VASCHE, State Superintendent of Public Instruction, Denver, Colorado, will serve as chairman of a discussion group in Los Angeles on "Boards of Education and Their Public Relations."

M. LYNN BENNION, superintendent of schools, Salt Lake City, Utah, will serve as chairman of a discussion group on "Boards of Education and Their Printed Policies" at Los Angeles.

## AASA CONVENTIONS

(Concluded from page 10)

Clifford M. Kelly of the Associated Exhibitors will extend greetings to each convention.

A panel of experts will answer practical questions of superintendents and board members at ten all-day clinics. A wide range of problems will be considered in 37 other discussion groups.

The National School Boards Association will serve as joint sponsor for a clinic on "The Superintendent and the Superintendency" and for a discussion group on "Boards of Education and Their Public Relations" at each convention.

Dr. E. E. Oberholtzer, president emeritus, University of Houston, has been elected to honorary life membership in AASA, of which he was president in 1934-35. AASA President Kenneth E. Oberholtzer will present the award to his father at the St. Louis convention. Three other past presidents of AASA who have been elected to honorary life membership include Dr. John A. Sexson, Dr. N. L. Engelhardt, and Dr. Homer W. Anderson.

An informal hospitality hour will be held on Monday afternoon at each convention.

As entertainment features, the Associated Exhibitors have engaged the Municipal Opera at St. Louis to do a special presentation of the Rodgers and Hammerstein "Musical Festival." At Boston the exhibitors will present the Harvard Glee Club and "name" entertainers from New York. At Los Angeles the talent will be drawn from the Hollywood bands and personalities.

The exhibitors will present their scholarship for graduate study in school administration to Superintendent Theos I. Anderson of LeRoy, Ill., and the American Education Award for 1952 to Willard E. Goslin, George Peabody College for Teachers.

More than 30 allied organizations and groups will participate in the regional meetings.

At each convention one of the major

attractions will be the exhibit of books, educational materials, and school equipment. The demand for exhibit space is so great that AASA has been able to provide booths for only about 75 per cent of the applicants.

School administrators and board members will find some first aid on housing problems at the three conventions. The latest plans and models of public, private, and parochial school buildings will be exhibited. Each architect or architectural firm may exhibit a maximum of four buildings. School buildings below college level constructed since 1947 or now in the process of being constructed will be displayed.

## DR. ROGERS ELECTED AASA PRESIDENT

Dr. Virgil M. Rogers, superintendent of schools at Battle Creek, Mich., has been elected president of the American Association of School Administrators for 1952. He will succeed Dr. Kenneth E. Oberholtzer, Denver.

Lawrence G. Derthick, superintendent of schools at Chattanooga, Tenn., has been chosen as first vice-president of the AASA. He will serve during 1952-53 and will begin a one-year term as president on March 15, 1953.

Other officers chosen were State Supt. Pearl A. Wanamaker, Olympia, Wash., vice-president, and Supt. Will C. Crawford, San Diego, Calif., member of the executive committee.

Dr. Rogers, who has been superintendent at Battle Creek since 1945, has served as chairman of a commission which in February will issue a report on "The American School Superintendency."

He received his A.B. degree from Wofford College in 1921, the A.M. degree from Western State College of Colorado in 1924, and the Ed.D. degree from Teachers College, Columbia University, in 1944. He has been a teacher and principal at Delta, Colo., superintendent of schools at Gunnison and Boulder, Colo., and River Forest, Ill.

Mr. Derthick, who has been superintendent at Chattanooga since 1942, is a graduate of Milligan College, and received the A.M. degree from the University of Tennessee in 1930. He has held a number of important committee positions for the AASA and various governmental agencies and professional organizations.

After serving as teacher and principal in Tennessee schools from 1927 to 1935, he was high school visitor and professor of education at East Tennessee State College, and later assistant superintendent of schools in Nashville, Tenn.

## OPERATE SLIP SCHEDULE

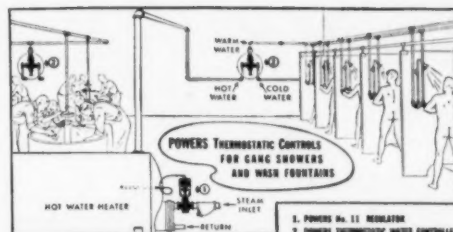
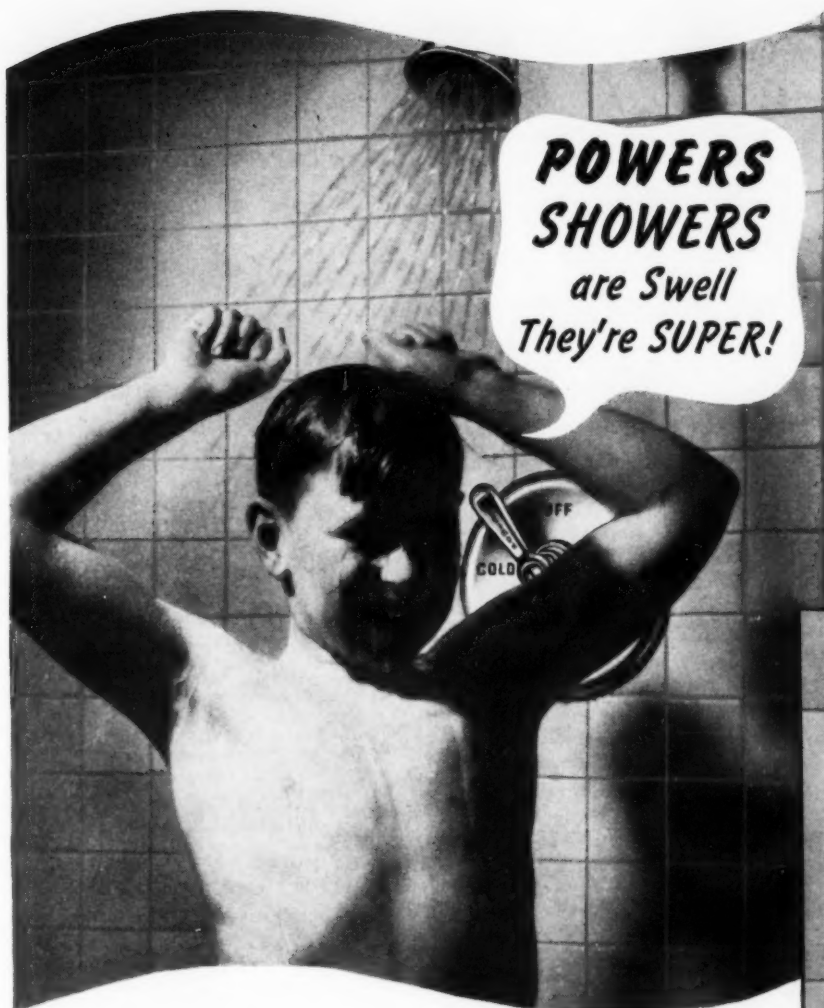
At Martinez, Calif., a so-called "slip schedule" is maintained in the John Muir and Martinez Elementary Schools to provide smaller groups of children for teachers to supervise during the reading period.

The slip schedule, which begins at 9:00 a.m., when half of the children arrive, continues until 10:00 a.m., when the other half of the class arrives. All other subjects are taught until 2:00 p.m. The first group is then excused to go home and a second group gathers for reading until 3:00 p.m. A short rest period is allowed at 2:00 p.m. for the second group.

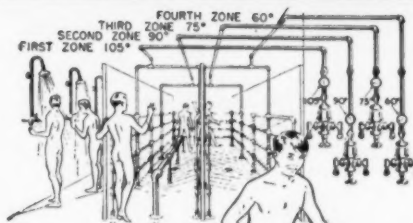
The results have been satisfying for child, parent, and teacher. Tests have shown an outstanding improvement in the reading program.

## A CORRECTION

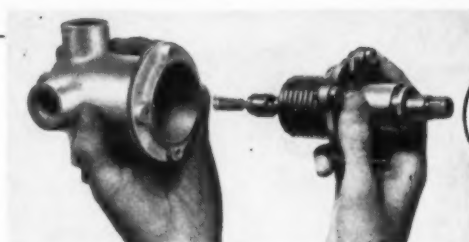
The informative article (on pages 45-48 of the January issue of the JOURNAL), describing the educational planning and the administration of the financing and erection of the new Roosevelt elementary school at Watertown, S. Dak., was written by the man who carried the burden of leadership for the project. Superintendent Dwight D. Miller, G. C. Hugill, of the architectural firm of Hugill, Blatherwick and Fritz, Sioux Falls, supplied the photographs and plans.—Editor.



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HBYS





### School District Government

The board of education of a school district is a separate and distinct corporation from the school district itself. — *People ex rel. Bodecker v. Community Unit School Dist. No. 316*, 108 North-eastern reporter 2d 573, 409 Ill. 526.

No valid election of a board of education can be held until there is a school district in being. — *People ex rel. Bodecker v. Community Unit School Dist. No. 316*, 100 Northeastern reporter 2d 573, 409 Ill. 526.

Under a Tennessee statute making it the duty of a board of education to elect teachers, principals, and other personnel on or before May 1, the action of a board of education in electing employees after May 1, but before the school budget had been adopted by the county court, was not void. Tenn. public acts of 1947, c. 8, § 15. — *Cagle v. Wheeler*, 242 Southwestern reporter 2d 338, Tenn. App.

### Teachers

Where the principal of an elementary school who had been told by the district board of directors to find a teacher for the year, approached a teacher, and she accepted the position and taught until the first day of March when she was discharged, and there was never any meeting by the board at which any employment of the teacher was authorized, the teacher could not recover from the district her salary for the last three months of the school year after her discharge, since there was no contract of employment. SHA ch. 122, §§ 6-9, 6-11. — *Muehle v. School Dist. No. 38*, 100 Northeastern reporter 2d 805, Ill. App.

An Illinois statute giving a school board authority to dismiss a teacher for certain specified grounds, and for "other sufficient cause" vests a discretion trammelled only by proof of abuse of that discretion by the school board. SHA ch. 122, § 6-36. — *Muehle v. School Dist. No. 38*, 100 Northeastern reporter 2d 805, Ill. App.

The acting commissioner of education of New York State had power to require a school district to provide transportation for pupils residing within the district to the nearest parochial school. N. Y. constitution, art. 12, § 4. — *Application of Board of Education of Union Free School Dist. No. 9, Town of Saugerties*, 106 N.Y.S. 615, 199 Misc. 631, N. Y. Sup.



### SCHOOL CONSTRUCTION NEEDS IN UNITED STATES

Rall I. Grigsby, acting U. S. Commissioner of Education, has issued two reports dealing with school construction needs and the essentiality of education in the national defense.

These reports include "They Can't Wait," an illustrated publication, and tabulations showing school enrollment trends from 1920 to 1958, estimated classroom needs, and amounts of money

spent for school facilities since 1920 in terms of 1951 costs.

The publication, "They Can't Wait," is a 24-page leaflet, summarizing the important contributions of the schools in training for good citizenship, the urgent need for more schools and more teachers to educate the 8,000,000 additional children who will be enrolled by 1960. "They Can't Wait" stresses the critical situation facing today's schools and the important role of education in strengthening the national defense.

### SCHOOL BUILDING CONSTRUCTION

Dodge reports that in November, 1951, contracts for new school buildings were let, in 37 eastern states, in the amount of 350 contracts, costing \$78,974,000.

In 11 states west of the Rocky Mountains, contracts were let during December for 12 school buildings, at a contract cost of \$6,403,278. Ten further buildings were reported in preliminary stages, to cost an estimated \$11,753,000.

### PRECAST CONCRETE CONSTRUCTION SUCCESSFUL

Supt. J. H. Hull of the Torrance Unified School District, Torrance, Calif., has issued a statement in which he points out that precast concrete construction is being used in the Torrance schools and is proving economical in use.

Hull calls attention to the fact that two elementary schools were completed in 150 days. The two schools had a total square feet of 37,304.8, and contained a total of 32 classrooms. The Madrona School, of 10 classrooms and administrative unit, and the Riviera School, of 14 classrooms and administrative unit, included a health room, a principal's office, teachers' lounge, supply and storage rooms, reception room, and lavatories.

The high bid was \$458,000 for construction, and the low bid was \$407,350. This amounts to about \$12,700 per classroom equivalent, which includes lavatories, blacktop, sidewalk, curbs, and gutters, and site improvement, at \$10.90 per square foot.

In a breakdown of the bids, the cost was \$7.05 per square foot for buildings alone; \$.94 per square foot for buildings, plus electricity, plumbing, and heating; and \$10.90 per square foot for buildings, plus electricity, plumbing, heating, and site improvement. The classroom equivalents were arrived at by dividing the square foot in a classroom into the total number of square feet roofed over and enclosed by walls.



### SCHOOL BOND SALES

During the month of November, 1951, school bonds in the amount of \$59,035,040 were sold. The largest sales were: New York, \$14,760,000; Ohio, \$10,156,040; Texas, \$3,945,000; Illinois, \$2,925,000.

The average interest rate as of November 29, for bonds in larger cities, was 2.07 per cent.

### GOVERNMENTAL DEBT

The outstanding debt of state and local governments amounted to \$27 billion on June 30, 1951, having increased almost \$2.9 billion during the previous twelve months. The public debt of

the federal government declined during the same period \$2.1 billion in the same period, from \$257.4 billion to \$255.2 billion.

According to the Bureau of the Census, the state and local government, which had declined to a low in 1946, has since that year risen slightly more than \$11.1 billion.

The indebtedness of school districts in 1951 was \$3,257 million, an increase of \$257 million over 1950. The low point in school district indebtedness in recent years was in 1946, when it amounted to \$1,283 million.

### SCHOOL BONDS SOLD

Indianola, Miss. Bonds, \$575,000, sold, at average interest rate of 2.88 per cent.

El Dorado, Kans. Bonds, \$350,000, sold, at interest rate of 1.74 per cent.

Rapid City, S. Dak. The school board sold \$300,000 in bonds, with interest rate of 1.9078.

Berea, Ohio. Sold \$1,725,000, with 3 3/4 per cent coupon, at 101.58.

Dixon, Ill. Sold \$960,000, School Dist. 107, Lee County, at cost 1.891 per cent.

Defiance, Ohio. Sold \$850,000 for 100.686, with 2 1/4 per cent coupons.

Port Arthur, Tex. Sold \$1,250,000, at 100 for combination 2 1/4 and 2 1/2 per cent coupons.

LaPorte, Ind. Bonds, \$144,000, sold, at 100.2777 for a 1 1/4 per cent coupon rate, or an interest cost of 1.5881 per cent.

Charlevoix, Mich. Bonds, \$225,000, sold, at a premium of \$98.50, at a price to yield from 1.40 to 1.90 per cent.

Amarillo, Tex. Bonds, \$25,000, were sold, at an interest rate of 1.6 per cent. The board will invest the funds, until needed, in U. S. government securities.

Boulder, Colo. Sold, \$1,135,000 at 1.8580266 per cent. International Falls, Minn. Bonds, \$475,000, sold, at net interest rate of 2.483.

Munhall, Pa. Sold \$400,000, at 100.977, for 2 1/4 per cent interest rate.

### SCHOOL BONDS APPROVED

Alexandria, Minn. Bonds, \$575,000, approved. St. Paul, Minn. \$2,500,000 bond issue approved in School District No. 38.

Dalton, Neb. Bonds, \$204,575, approved.

Alma, Neb. Bonds, \$278,000, approved for school addition.

Red Wing, Minn. Bonds, \$300,000, approved by voters.

Brazosport, Tex. Bonds, \$2,000,000, approved.

North Platte County, Mo., has approved bonds of \$267,000 for high school.

Los Angeles, Calif. Bonds, \$200,000,000, the biggest issue in the city's history, have been approved. The proceeds will be used for new school construction to meet overcrowded schools.

Odessa, Tex. The voters have approved a \$1,650,000 bond issue.

Mason City, Iowa. Bonds, \$595,000, approved for new school.

Englewood, Colo. Bonds, \$950,000, approved.

Prince Georges County, Md. Bonds, \$5,000,000, approved by the county commissioners. The program includes 11 elementary schools, and 13 additions to schools.

Shreveport, La. Voters of Caddo Parish approved \$20,000,000 bond issue.

Austin, Minn. \$2,945,000, bonds, approved.

### SCHOOL BUDGETS

Pittsburgh, Pa. Budget, \$24,118,937, approved.

Denver, Colo. Budget, \$20,859,435, approved.

Fort Collins, Colo. Budget, \$1,036,000, approved.

Portsmouth, N. H. Budget, \$700,000, approved.

Madison, Wis. The school budget is \$3,770,333 for 1952.

Malden, Mass. Budget, \$1,815,694, adopted.

Beverly, Mass. Budget, \$1,234,394, adopted.

Chelsea, Mass. Budget, \$1,039,512, approved.

Revere, Mass. Budget, \$1,560,229, approved.

North Adams, Mass. Budget, \$872,136, adopted.

Holyoke, Mass. Budget, \$1,376,580, adopted.

Lowell, Mass. Budget, \$2,685,941, submitted.

Taunton, Mass. Budget, \$1,020,127, approved.

Fitchburg, Mass. Budget, \$888,392, submitted.

Gloucester, Mass. Budget, \$910,354, presented.

► Cleveland, Ohio. School Clerk Wach, in his year-end financial report for the schools, showed budget requests for 1952, totaling \$29,210,843, or an increase of \$1,832,177 over the 1951 budget. The excess of 1952 requests over income is \$2,146,545. Mr. Wach reported there is an existing balance of \$2,221,750, which could absorb the deficit and leave an estimated balance of \$75,205 at the end of 1952.

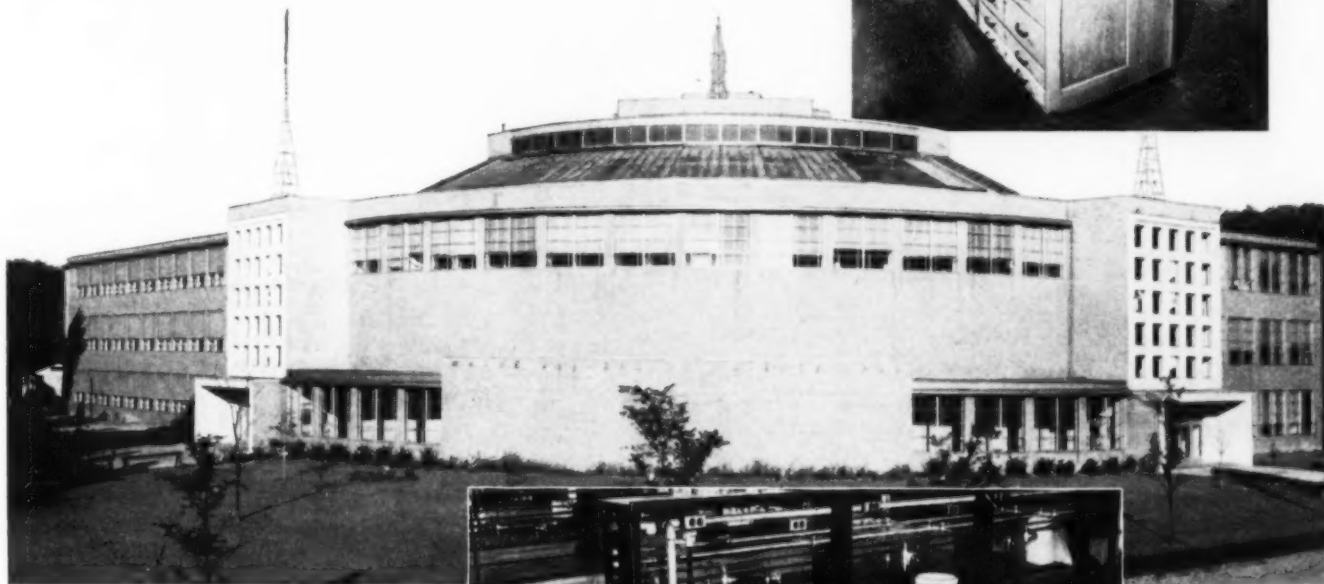
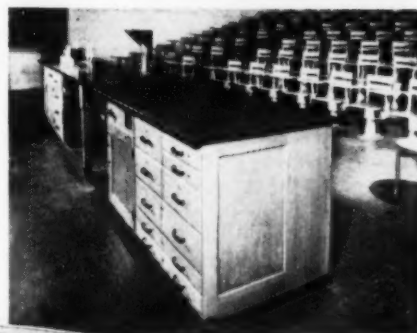
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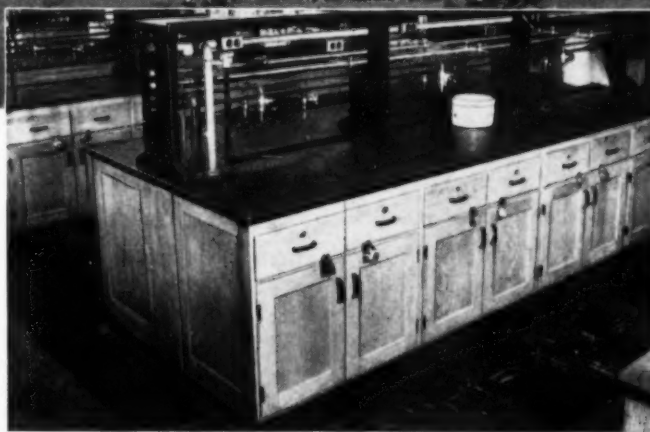
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## CLEVELAND FINANCIAL PROBLEM

The Cleveland board of education has been petitioned by its employees to make salary increases totaling more than \$3,000,000 and, as a result, will have to submit an extra tax levy to the city voters in the November, 1952, election, school officials report. This levy would be in addition to a voted tax of 7.5 mills, which will expire in 1952 and which also will go on the November ballot for renewal.

Need for the extra levy was revealed by Clerk-Treasurer Michael L. Wach of the Cleveland school district. Board members decided to wait until later to determine the exact amount of the

levy, but they all agreed more money would be needed for operating expenses. How much will be sought will depend, in part, on whether the board should decide to ask voters to convert a present .08-mill building levy into an operating levy, yielding \$1,502,684.

Representing the Cleveland Teachers Association, William Schaal, its president, has proposed a revised basic salary schedule calling for pay of \$3,200 to \$6,600 a year for teachers with a master's degree, \$3,200 to \$6,200 for those who have 15 college credits beyond a bachelor's degree, and \$3,200 to \$6,000 for those with a bachelor's degree.

The present salary scale is \$3,075 to \$5,175.

Supt. Mark C. Schinnerer of the school system said that schedule would increase the teachers' pay roll \$2,500,000 immediately.

## TEACHERS' SALARIES

► Brockton, Mass. Salary increases of \$300 were given to 75 per cent of the teachers on the school staff. The new schedule of salaries became due January 1, 1952.

► Westfield, Mass. Salary increases of \$100 were given to teachers and attendance officers, effective January 1.

► Revere, Mass. All teachers were given salary increases of \$100, effective January 1. Principals and assistant principals were given increases of \$350 per year.

► Denver, Colo. The school board has adopted a new salary schedule for 1951-52, calling for increases in the minimum from \$2,400 to \$2,520 per year. The maximum for top-ranking teachers was raised from \$4,950 to \$5,250 per year. The cost of the increases for teachers and other employees will reach \$925,000.

► Pennsylvania's 60,000 school teachers will get a \$56,000,000 a year pay boost. Governor Fine has signed legislation passed by the 1951 Legislature providing for the increase. It will mean an immediate \$200-a-year salary boost for most teachers and will be in addition to \$200 already allotted the teachers under mandated increases granted by the 1949 Legislature.

Under the new law, the minimum salary for teachers will go from \$2,000 to \$2,400. Teachers holding standard certificates will receive eight \$200-a-year salary boosts until they reach a maximum of \$4,000. The maximum for college-certificated teachers goes to \$4,400 with \$4,800 the top for those with master's degrees. In signing the bill, Governor Fine said he did it with "tremendous satisfaction" and asked the teachers "to assume increasing responsibility in improving the public school system."

## PERSONAL NEWS OF SCHOOL BOARD OFFICIALS

► LEROY M. EDWARDS has resigned from the board of education of Los Angeles, Calif., because of a ruling by the county counsel. The counsel had held that Mr. Edwards, a director of two gas companies holding contracts with the board, would be an illegal member if he were to vote on these contracts.

► The school board at Terre Haute, Ind., now has a five-member board. GEORGE RANES, the fifth member of the board, took his seat on January 1.

► ANGELO M. GENCARELLI has been elected chairman of the school board at Westerly, R. I.

► ROY H. SCHREFFLER has been re-elected president of the school board at Phillipsburg, Pa. JOHN E. LUX was named vice-president.

► GLENN E. WOLFE has been re-elected president of the board at Youngwood, Pa., for a fourth term. MISS BETTY BLACKSON was re-elected as vice-president.

► R. A. DIGEL has been re-elected president of the board at Smethport, Pa.

► LOUIS G. GOLDMAN has been elected president of the board at Ford City, Pa.

► DR. GEORGE E. DULL has been elected president of the board at Connellsville, Pa.

► CHARLES ROBBIE has been elected president of the board at Erie, Pa.

► MERRILL M. DORAN has been elected president of the board at Bellwood, Pa.

► PAUL R. REYNOLDS has been re-elected as president of the board at Altoona, Pa.

► WILLIAM CHARLES has been elected a member of the board at St. Louis, Mo., to succeed Will L. Schwehr.

► ALFRED HEBEISEN has been appointed to the newly created post of director of personnel for the Orleans parish school board at New Orleans, La. The position carries a salary of \$8,500 a year.

► DR. DAVID SNEDDEN, 83, retired professor of education at Teachers College, Columbia University, died December 1, at Palo Alto, Calif. Dr. Snedden, who was a former Massachusetts commissioner of education, was one of the country's leading authorities on vocational education.

► The board of school directors of Greensburg, Pa., has reorganized with WILLIAM O. PETERSON as president; WILLIAM G. BURHENN as vice-president. Mr. Peterson is beginning his fifteenth year as a member of the board and his fifth as president. Mr. Burhenn is beginning his eleventh year as a member.

## SAVINGS in the making



This picture might have been taken in a washroom in *your* school. Wherever it was, you may be sure of this: The boy won't waste MOSINEE towels from this SENTINEL cabinet. From other cabinets, it's so easy to snap extra towels that he might pull two or three . . . but he won't make the slight extra effort it takes to get even a second towel from the Sentinel. So he uses just one . . . it's enough! With this "control," many schools use 25% to 50% fewer towels.

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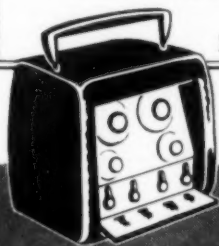




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\* The 1950 report of the American Hearing Society's Committee on Hard of Hearing Children revealed that *nearly one-fourth* of all pupils screened out by the old-fashioned phonographic audiometer are actually without impairment. At the same time, it showed that *pure-tone* testing discovers *more than twice as many* defective-hearing children as the phonograph method.



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# Every Knock Is a Boost?— No, a Distraction

*Julius Barbour\**

Late February usually finds me returning to the building after dinner to work on the budget or supply list. Our school stands on a high hill overlooking Lake Michigamme. That evening I looked down on the pattern of light reflected from the clusters of fishing shanties scattered over the lake.

I turned to read the thermometer outside the door. It stood at 13 deg. F. below as Joe, the custodian, rounded the corner to enter the building to fill our Dutch-oven type of boiler fireboxes.

Having reached shelter from the wind, Joe bent over, struck a match on his trouser seat, lit his pipe, and said, "If you're back to work on them orders for next year, you ought to see what I've done."

When Joe opens the door, takes you by the arm, and with pipe in hand expertly flips the light switch, you might wonder if you should plead lack of time. This would show how ignorant a new superintendent might be of a Scandinavian with a purpose.

Entry to Joe's storeroom shows the place is newly rearranged. Boxes are neatly stacked and Joe leans against them as he says, "Old stuff has been put to the front of the shelves. Barrels are turned so I can see all labels on the front. Near the door are the things I use every day."

Flipping a paper into my hand, Joe says proudly, "Here's my list."

A peek reveals Joe has listed items in two columns **THESE I GOT** and **THESE I NEED**. I congratulate Joe for having his supply list for the coming year ready so soon but he is reaching for a push broom. He shows me how he has tacked pieces of rubber cut from tire casings around the ends of the broom.

The next day is sharp and cold with a few snowflakes, making my office-window view of the lake one of breath-taking beauty. I realize that an unusual calm prevails in the building. Joe is not sweeping the steps at the usual time and one can set his watch by the timing of that activity.

Stepping to the door I see Joe noiselessly sweeping the steps. Joe grins and points to his rubber-covered broom ends. Teachers, usually accustomed to raising voices to be heard above the noisy broom, have lowered their volume and pitch because of Joe's device.

\*Assistant professor, Continuing Education Service, Michigan State College, East Lansing, Mich.

Laughter booms out as the postman meets Joe inside the door and pauses a minute out of the biting winds. Joe enters the office to dump an assortment of letters, catalogues, and brochures on the desk.

I glance in disbelief at the wording of an advertisement on a half-opened page:

**IS THERE A KNOCK IN YOUR EDUCATIONAL MACHINERY? DOES HALL NOISE SLOW UP LEARNING PROCESSES IN YOUR SCHOOL?**

**TRY OUR RUBBER COVERED PUSH BROOMS FOR NOISELESS SWEEPING**

## CITIZENSHIP PROJECT IN HIGH SCHOOL

In Ramona, Calif., the high school has introduced a citizenship project which has attracted a great deal of attention. Under the plan, each month the high school faculty selects a "student of the month," who best demonstrates the positive type of citizenship which the school endeavors to develop. The student selected is the unanimous choice of the faculty for this honor. He must be a diligent student, who is cheerful, honest, and possesses the highest character. In addition, he must be capable of rendering important service to his school through student activities, or through some school organization, and he must be recognized as a valuable member of his home community. This student is honored at a regular meeting of the parent-teacher association and is presented with a gold medal at that meeting.

In the opinion of Mr. Robert L. Dougherty, district superintendent, the award plan has served to improve the morale of the students and has developed a positive and wholesome attitude toward a finer type of school and community citizenship.

## NEW SCHOOL BUDGET PLAN

The Bay County Board of Public Instruction at Panama City, Fla., has co-operated with the trustees and Supt. Thomas E. Smith in efforts to make public expenditures reflect the lowest cost and to see that funds are spent proportionately among all students on the basis of educational needs.

With this in mind, the Bay County board has prepared a school budget, developed by individual faculties according to school needs, for the purchase of classroom supplies, library books and supplies, physical educational supplies, and first aid equipment.

This same plan was utilized in a recent \$2,000,000 building program which is just being completed. The school construction was based on a county plan for providing certain facilities and similar construction in all localities. The only variation was in the use of materials. The cost

of construction for buildings varied very little per square foot, except for the rise in costs due to inflationary increases in building materials. In the program every effort was made to provide each school in the county with proper lighting, heating, flooring, storage space, and classroom space according to school needs. In all elementary schools, classroom additions have been mostly primary rooms in order to provide modern facilities. Each school site has been expanded to a minimum of five acres, to provide for play areas and beautification according to a master plan.

At present the board is planning a proposed bond issue of \$1,500,000 for expanding the school plant to take care of a 10 per cent increase in enrollment.

## EAST LIVERPOOL SALARY SCHEDULE

The board of education of East Liverpool, Ohio, at the suggestion of Supt. Ralph Betts, adopted a new salary schedule on September 1, 1951.

The beginning salary for teachers with a bachelor's degree (schedule B) is \$2,725, and the maximum \$3,675; the beginning salary (schedule A) for a teacher with a master's degree is \$2,925, and the maximum to be reached after twelve years is \$3,975.

Teachers who have completed 30 hours' work beyond the bachelor's degree, but hold no master's degree, will be paid a beginning salary (schedule BB) of \$2,825, and the maximum to be reached after twelve years is \$3,825.

Schedule D comprises teachers with less than three years' college training, who are eligible for increments after eight years. Schedule C comprises teachers with three years' training with less than a degree. The sum of \$325 is added to each figure in the schedule to indicate the actual salary.

## ESCALATOR CLAUSE

The board of trustees of Thermopolis, Wyo., has added a cost-of-living escalator clause to the teachers' contracts this year, which provides for a readjustment of salaries once every three months.

When contracts were awarded last spring, the board decided to protect teachers' salaries and held to the original schedule, but allowed the regular annual increment, plus 6½ per cent of the total for increased cost of living. The contract also includes a clause whereby the cost-of-living is reviewed every three months and adjusted up or down, as indicated by the Bureau of Labor cost-of-living index.

At the time the contracts were awarded, the index of the Bureau of Labor was 184.6. For October 15 it was 187.4, or a difference of 2.8 points. This was 1.5 per cent of the index, and the board added to the December check 1.5 per cent of the base pay for three months ending in November. The January check will include another adjustment to cover the December, January, and February quarter.

► Chicago, Ill. The board of education has voted 22,000 school employees 8 per cent salary increases, with a minimum increase of \$25 per month. The pay raise was limited to \$800 for 16 top officials making over \$10,000 a year. A new starting salary for grade teachers was set at \$3,000 per year to keep up with other cities competing for scarce teachers.

The wage increases, with \$400,000 earmarked for departmental needs and salary inequities, will cost \$8,183,000.



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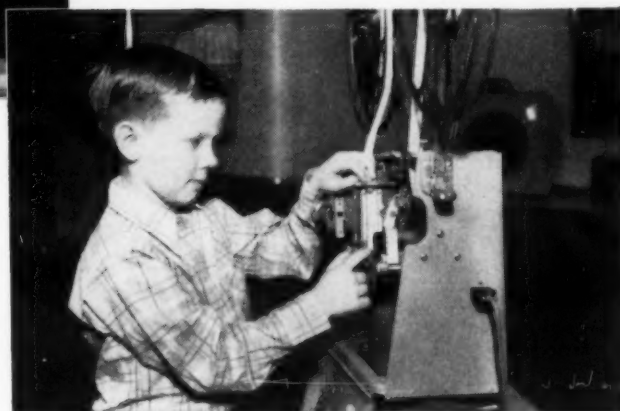
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## MEETING NEEDS WITH LIMITED FACILITIES

One of the difficult problems in small schools is what to do with slow groups and general students where industrial and vocational facilities are limited. This problem was brought home to John C. Pallock, King of Prussia, Pa., early in the thirties, when he had returned to teaching after a lapse of ten years. During that period the high school population had undergone a complete change.

To answer the need for special projects, a number of projects were developed by the English faculty of Upper Merion High School, a suburban high school located at King of Prussia, Pa., near Philadelphia. One of these projects was job analysis.

The students in the 10-C general course, composed entirely of boys, were asked to bring any materials they might find on any job in which they were interested. The teacher supplemented these materials with a large supply of job materials which had been compiled by the school librarian and which were kept up to date on newer occupations and subdivisions of older ones.

The first period was devoted to browsing through these materials, which were affixed to the bulletin board and generally displayed to the best advantage. The students were allowed to select any of the materials to take home for study. At the close of the period the teacher announced that each one was to decide tentatively upon a job, and to report his decision at the next meeting of the class.

### Interests Followed Up

At the next meeting of the class, the teacher

found that two or three were interested in the same kind of job or jobs or in jobs that are closely allied. These boys were placed in groups according to their interests and the class period was spent in having the boys discuss reasons for their choices. This was an opportunity for oral expression and it was found that many timid ones speak up with enthusiasm about the job they have chosen and which they feel is close to them. The teacher suggests a number of guiding points, such as qualifications, working conditions, wage scale, and dangers involved. The class discusses additional points deemed to be important and these are listed on the board.

The next session was spent in review of the business letter and all points of grammar and English were taken up. Near the end of the period, the class broke up into groups, and each group decided how many letters each member would write, to whom he should write them, and what information should be asked for in each letter. This was a home assignment which was collected at the next meeting.

When the replies were received from schools, employers, and others, the project was resumed by having the groups meet and write up each job in class. This permitted an exchange of ideas even among the groups. The written reports were handed in and graded by the teacher.

The project, which is now repeated annually, created a tremendous appeal from the high school students. Quite often, a student exchanges his interest either as a result of the research of his own group, or because he is appealed to by the offering of another group. One boy, interested in mink raising, was encouraged by his teacher to write to a science research magazine in Chicago because of a lack of available materials on this locally new occupation. He was referred to a mink farm near Lansdale, Pa., and in company with his group visited the farm. He became so interested in the business that the group is now in the process of starting such an experiment with the help of the mink dealer.

Frequently, these write-ups are so complete and so lucid that the students in other classes refer to them in schoolwork and even in connection with a decision on their future occupations.

It is the consensus of opinion of the English faculty that the school must simulate life situations as closely as possible, and this means the trying out of new and different techniques in dealing with these C groups.

## COMING CONVENTIONS

Feb. 16-20. *National Association of Secondary-School Principals*, at Cincinnati, Ohio. Secretary, Paul E. Elicker, 1201-16th St. N.W., Washington 6, D. C. Exhibit. Attendance, 2000.

Feb. 22-23. *National School Boards Association*, at St. Louis, Mo. Secretary, Edward M. Tuttle, 450 East Ohio St., Chicago 11, Ill. Attendance, 600.

Feb. 23-27. *American Association of School Administrators*, regional, at St. Louis, Mo. Secretary, Dr. Worth McClure, 1201-16th St. N.W., Washington 6, D. C. Exhibit. Attendance, 8000.

Mar. 2-4. *Louisiana School Boards Association*, at New Orleans. Secretary, Fred G. Thatcher, P. O. Box 8986, University Station, Baton Rouge. Attendance, 500.

Mar. 8-12. *American Association of School Administrators*, at Los Angeles, Calif. Secretary, Dr. Worth McClure, 1201-16th St., N.W., Washington 6, D. C. Exhibit. Attendance, 4000.

Mar. 17-19. *Midwest District Association of the American Association for Health, Physical Education, and Recreation*, at Cincinnati, Ohio. W. K. Streit, Cincinnati, convention manager.

Mar. 27-28. *Wisconsin Association of School Administrators*, at Milwaukee, Wis. Secretary, F. G. McLachlan, Park Falls, Wis. Attendance, 600.

Mar. 27-28. *Wisconsin Association of School Boards*, at Milwaukee. Secretary, Joseph Hame-link, 7311 — 23rd Ave., Kenosha.

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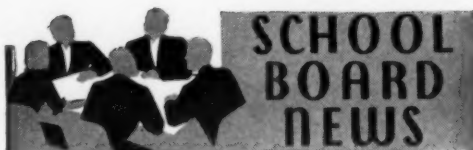
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► The Parkland District at Parkland, Pa., will become the first Lehigh County school district to employ an associate superintendent of schools, under the provisions of a state law passed in 1951. The act makes it possible for third class districts to name associate superintendents and still remain in the county setup under the supervision of the county superintendent.

► Neenah, Wis. The school board has employed William C. Reavis, of the University of Chicago, to conduct a survey of population trends and school building needs for the city school system. Professor Reavis will survey and analyze the building needs in relation to the children enrolled, and in relation to the number of students who will enter the schools within the next four-year period. He will also project his survey to estimate the number of children who will enter the system within the next ten years according to the birth trend already registered.

► Wellington, Kans. The school board has appointed a seven-member recreation committee, which is to have full authority over the entire recreation program of the schools. The plans call for a summer program, a winter program, and the operation of the Park House Recreation Building.

► Bellflower, Calif. The Bellflower school district has occupied its new Central Administration Building. About 30 administrative and clerical employees are housed in the building. The board room alone has seating for 75 persons. The building includes a business wing, a special-services division, a curriculum laboratory, an audio-visual laboratory, and a central library for books and supplies.

The administration building is one of 12 projects undertaken by the board during the past 12 months. Included in the program are two new school plants and additions to several buildings, involving a total expenditure of about \$4,000,000. All of the educational planning was conducted by Dr. W. Norman Wampler, superintendent of schools of the Bellflower district.

► At Sarasota, Fla., the board of public instruction of Sarasota County is completing a junior high school building, at a cost of \$560,000. A bond issue has been approved by the voters for \$1,500,000 to erect two elementary schools, a Negro high school, a bus garage and central warehouse, and additions to two elementary schools. Supt. Vernon Kimbrough was in charge of the educational planning for these buildings.

► Manhattan, Kans. The school board has ordered Supt. F. V. Bergman to proceed with plans for a six-period day in the junior-senior high school next year. The six-period plan provides extra time for four required courses and two elective periods. The program will require two extra teachers and the lengthening of the school day by 35 minutes.

► Los Angeles, Calif. The board of education has voted for the dismissal of Mrs. Ione Swan, a former principal, whose charges against the board last spring led to a grand jury probe. J. Paul Elliott and Olin E. Darby, both awaiting trial on grand jury charges arising from the investigation, voted for the dismissal. It is expected that Mrs. Swan will appeal her case to the Superior Court.

► Superior, Wis. The school board has adopted a resolution, giving the name of Lawrence A. Nichols to the newly erected school administration building. Nichols served for 47 years, 1899 to 1946, as secretary and business manager of the board.

► Atlantic City, N. J., has followed the example of a number of Midwest cities in providing special women traffic guards at school crossings. A total of 30 women have been employed, at \$2.50 per day, to do the work formerly handled by regular patrolmen.

► At Taft, Calif., a new school code has been compiled to replace one formerly in use. The code is the work of committees of teachers and administrators and will be revised and perfected before it is approved by the board.

► During 1952 the California Association of Public School Business Officials will hold a series of sixteen sectional meetings so that the secretaries and other officials in practically every area of the state may attend conveniently.

The first of the sixteen meetings was held November 15, in El Centro. The final meeting will be held June 19, in San Diego.

► Philadelphia, Pa. Architects have been employed by the school board for the two proposed public school buildings, an elementary school to cost \$1,000,000, and a junior high school to cost \$2,500,000.

## SCHOOL BOARD WORKS WITH SUPERINTENDENT

The Searcy school district at Searcy, Ark., has grown to such size and is carrying on such a vast program that the board has employed a full-time superintendent of schools.

Out of past experience with board-superintendent relationships, certain valuable principles have been given acceptance. These are:

1. The school board exercises legislative and judicial functions.

2. The superintendent serves as the board's executive officer and its professional adviser.

3. The board requires the superintendent to submit the budget and other recommendations before it acts.

4. The board is not obliged to accept the superintendent's recommendations. It may accept, modify, or reject and call for new recommendations.

5. The superintendent is responsible for diligently carrying out the policies and program which the board has adopted.

The Searcy school district has 870 pupils enrolled.

## SCHOOL-BUILDING EXHIBITS AT AASA

A school-building exhibit will be a feature of the 1952 regional conventions of the American Association of School Administrators at St. Louis, February 23-27; Los Angeles, March 8-12; and Boston, April 5-9.

The school-building exhibit is one of the important features of the programs at the annual conventions of the AASA and thousands of administrators look forward to the exhibit at each convention. Architects are invited to submit exhibits of school buildings at each of these conventions.

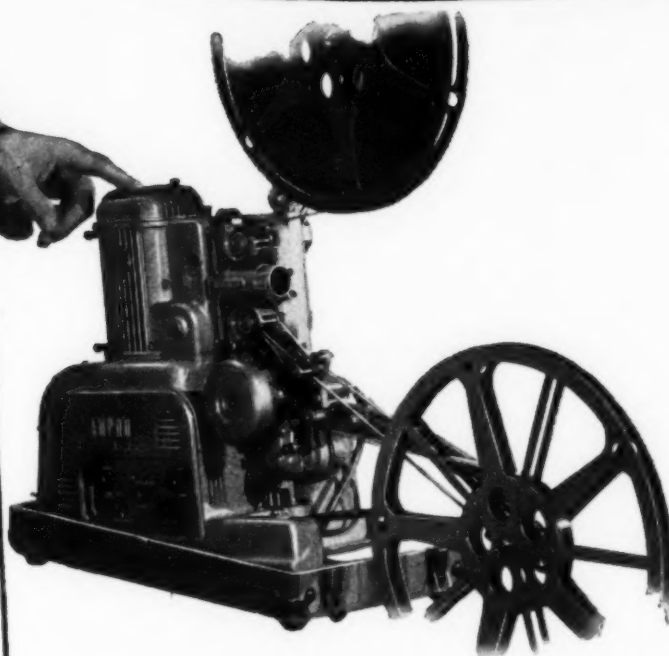
Information can be obtained by writing to Dr. Shirley Cooper, 1201 16th St., N.W., Washington 6, D. C.

*SCHOOL BOARD JOURNAL for FEBRUARY, 1952*





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## NEW PUBLICATIONS for School-Business EXECUTIVES

### School Fire Safety

Prepared by N. E. Viles. Paper, 58 pp., 20 cents. Bulletin No. 13, 1951. U. S. Office of Education, Washington 25, D. C.

A bulletin prepared by the specialist for school plant management of the Office of Education, which stresses the importance of safe conditions in school plants, lists various fire hazards and outlines procedures for avoiding or eliminating some of these hazards. It is a valuable guide for those interested in and responsible for school fire safety.

### Schools and the 1950 Census

Paper, 40 pp., 50 cents. Bulletin for December, 1951. National Education Association, 1201 Sixteenth St. N.W., Washington 6, D. C.

This latest bulletin of the Research Division traces the growth of population, general characteristics of the population, mobility of population, and gives data on employment, occupations, and income, education, and new tasks in education. The bulletin calls for new adequate programs to meet the urgent needs for expansion in education, an extension of the guidance programs, and increased financial support to take care of the added millions of children waiting to enter the schools.

### Economic Status of Teachers in 1951-52

Paper, 27 pp. Bulletin No. 1, November, 1951. Published by the Research Division, National Education Association, 1201 Sixteenth Street, N.W., Washington 6, D. C.

How do teachers' salaries compare with earnings in other occupations? How do teachers' salaries compare with earnings in other professional occupations? What are the trends in prices in relation to the purchasing power of teachers' salaries? These and other important facts pertaining to teachers' salaries and the high cost of living are contained in this latest report of the NEA which concludes

that with prices and wages as they are today, teachers are again losing ground in comparison with other employed groups in the country. The relative economic rewards for young persons entering teaching as a profession are less than they were before World War II. Only by substantial increases in basic salary schedules can the prewar status be regained.

### Official Operating Policies of the Board of Education, Highland Park, Michigan

Compiled by Max S. Smith, Supt. Published by the board of education, Highland Park, Mich.

A statement of the new operating policies, adopted by the board in November, 1951. These policies have been compiled from board of education minutes, after an extensive study of the school program, and represent the co-operative efforts of the staff of all the employees working with the superintendent and the board. The policies have been set up to cover various phases of the school program, including the board of education and its organization, the superintendent and his duties, the assistant superintendent in charge of business and his duties, the directors of secondary curriculum, and pupil personnel, the principals of the elementary schools, the dean of the junior college and his duties, policies relating to the instructional staff, the noninstructional staff, the school personnel, the salary schedule, textbooks and supplies, and the use of school buildings.

### School Improvements and Building Needs

Paper, 6 pp. Published by the board of education of Atlanta, Ga.

Contains a report of a study of the building needs of the annexed areas of Atlanta and an outline of the school bond program. Under the improvement plan, a 7-mill ad valorem tax will be levied, without homestead exemption, for raising revenue to support and maintain the educational program. The board will also receive \$3,000,000 from the state under the Minimum Foundation Program for 1952, excluding \$400,000 for capital outlay.

### School Transportation

Annual Report, 1950-51. By K. W. Bergan. Paper, 28 pp. Montana State Department of Education, Helena, Mont.

This report indicates that Montana schools transported 20,974 children, a total of 6,000,000 bus miles during

1950-51. The operating cost was \$1,593,031, or 25.6 cents per bus mile. The children rode at a cost of 2.16 cents per mile. During the year there was a very satisfactory increase in the total program and the economical control of all costs.

### Dismissals in Fort Myers, Florida

Paper, 23 pp. Published by the Committee on Tenure and Academic Freedom, National Education Association, Washington 6, D. C.

This is a report of an investigation of employment procedures which caused a community disturbance in Fort Myers, Fla. The county board had dismissed the two principals of the high school without adequate reasons or explanation.

### ABC of Plain Words

By Sir Ernest Gowers. Cloth, 146 pp., \$1.50. His Majesty's Stationery Office, London, England.

This book is announced modestly as "a reference book on the use of English," providing "guidance on the correct use of English for official and other purposes. The headings are arranged in alphabetical order; some deal with particular words or phrases, others with more general questions of grammar or style." This book should be in the possession of every school administrator. Its principles should be mastered and made a part of the writing skills of every writer of educational articles and reports and, yes, of professional books. The recommendation is made on the basis of the reading of thousands of articles and reports, and many books, during nearly fifty years of editorial work.

### School Liability Protection

Paper, 27 pp., \$1 per ten copies. Washington State School Directors' Association, P.O. Box 748, Olympia, Wash.

A companion booklet to "School Insurance Economics," covering the casualty hazards applicable to schools. It is a series of hints and suggestions to aid school districts in selecting liability insurance. It aims to show school authorities what school risks exist, and what aids are available in protecting the school district against losses at a minimum cost. The booklet takes up: (1) liability insurance, (2) school property risks, (3) methods of insuring, (4) claims procedure, (5) where dangers exist and lower rates for safe operation.



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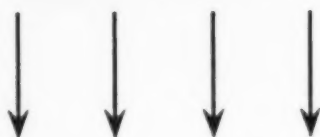
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## THEY'VE THROWN MORE LIGHT ON THE SUBJECT

(Concluded from page 50)

fluorescent—are provided to give adequate illumination.

This, in brief, is the role that design plays in the sight conservation aspects of Baltimore County's new school buildings. Let's now turn our attention for a moment to a much-maligned and little-understood—but effective—feature of modern school buildings employed to reduce eye-damaging glare. We refer to the eye-pleasing pastel color schemes used in classroom interiors. While it is not our intention to delve into the merits of color psychology, most everyone will agree that a pleasant classroom atmosphere, contrasted to dull and drab interiors, is much to be desired for our school children. It is also undoubtedly true that a "bright and cheery" classroom is an added incentive to teachers and pupils alike to make the most of the school day. But this is not the whole story. Today's new Baltimore County classrooms are designed to reduce eye-damaging glare and eliminate the dark recesses often found in old classrooms.

Rounding out the picture in the first phase of Baltimore County's assault on the factors leading to pupil visual difficulties is the selection of classroom equipment that will aid in the fight. Gone is the traditional "blackboard" replaced now by the "chalkboards" with a writing surface of eye-pleasing and restful green. New desks are finished in light, natural, nongloss shades to give maximum light with a minimum of glare. All in all, the new modern classroom interiors "have the child in mind." Health factors stand equal with teaching factors in design, finish, and equipping of the new Baltimore County classrooms.

The second phase of the assault on factors leading to pupil visual difficulties is a county-wide lighting-modernization program of existing school buildings. About 60 per cent complete, the program was initiated in 1947 following a survey by lighting experts. Of 59 school buildings in need of fixture replacement or additions, 29 schools have been completely modernized while eight schools are partially completed.

Educators have long realized that many visually handicapped children, though "teachable," cannot become adjusted to the normal classroom pace without special instruction. It was with this fact in mind that members of the board of education created, in 1950, a special sight-conservation center in one of the elementary schools. The first of its kind in any of Maryland's 23 counties, the remedial class has been a distinct success under the direction of a specially trained teacher. Special equipment, much of which was donated by the Teachers Association of Baltimore County includes: two-foot primers containing type four inches high, phonographs, a radio, wire recorder, large-type typewriters, easy-to-read maps and globes, and special tilt-top desks. The instructional program is intended to

equip visually handicapped children with the fundamental tools of learning so that they may resume regular class studies using the techniques learned in the remedial class.



## PERSONAL NEWS

► ARTHUR LEVITT has been appointed by Mayor Impellitteri as a member of the New York City board of education. He succeeds Maximilian Moss, who resigned December 31. Mr. Levitt, who will serve for the remainder of Mr. Moss's term, which expires May, 1953, has had a varied and interesting record. He was educated at Eastern District High School, Columbia College, and Columbia Law School.

► CHARLES LINSTRUM, of Davenport, Wash., has been elected vice-president of the Washington State School Directors' Association.

► DR. KELLY RAWLINS has been elected to head the school board at Holden, Mo. HERBERT TUEPKER was elected vice-president, and GUY SCARCLIFF was named secretary-treasurer.

► W. J. GRABER, of Hutchinson, Kans., has been re-elected president of the Kansas Association of School Boards. GEORGE REED, Assaria, was re-elected treasurer, and DR. CARL B. ALTHAUS, Lawrence, was named secretary.

► SELMER MYRON has been elected clerk and business manager for the board of education at Rapid City, S. Dak.

► DR. S. J. MCGHEE and ADAM C. DICKEY have been re-elected president and vice-president of the board at Lock Haven, Pa. ROBERT HULSIZER is the new member of the board.

► STANLEY HAWK and ROBERT MINTER have been elected as members of the board at Manorville, Pa.

► DALE H. PIPER has been re-elected president of the board at Blairsville, Pa. C. H. HEASLEY was elected vice-president.

► FRANK S. LUCENTE has been elected president of the board at Meyersdale, Pa. DR. WILLIAM P. COVER was elected vice-president.

► EMMETT HART has been elected president of the board at Scranton, Pa., to succeed Norman Halprin. DOUGLAS JENKINS was re-elected vice-president.

► C. H. WHITE has been elected president of the board at Weatherly, Pa. SETH T. DODSON was named vice-president.

► PERCY G. FOOR has been re-elected president of the board at Everett, Pa. S. CLYDE BOWSER was named secretary.

► J. DUFF GEORGE has been elected president of the board at Carlisle, Pa. DR. FORNEY P. GEORGE was re-elected vice-president.

► PAUL M. ROHRBAUGH has been re-elected president of the board at Gettysburg, Pa.

► GEORGE M. HOUCK has been elected president of the board at Mechanicsburg, Pa.

► MARK H. TICE again heads the school board at Cleona, Pa.

► The school board at Columbia, Pa., has reorganized with A. GERHART WITTE as president, and HARRY P. SNYDER as vice-president. MRS. MARY NEWCOMER VON STETTEN was elected as a member.

► ROLLAND L. EHREMAN has been elected president of the board at Butler, Pa.

► DR. RUTH MILLER STEESE has been re-elected president of the board at Mifflinburg, Pa.

► RALPH A. COOPER has been elected president of the board at New Castle, Pa., to succeed Dr. Wilbur E. Flannery.

► JOSEPH H. PARRISH has been elected for a ninth term as president of the board at Cresson, Pa. CHARLES J. HERTZOG was named vice-president, and GORDON J. BILLER, treasurer.

► H. B. VON NIEDA has been elected president of the board at Coudersport, Pa., to succeed Henry E. Martinson.

► WILLIAM E. RICHARDSON has been elected president of the board at Portage, Pa., to succeed Dave West. EUGENE CREANY was named secretary.

► ERNEST D. MORGAN has been re-elected as president of the board at Whitaker, Pa. FRANCIS H. FRY was named vice-president.

► The school board of Coraopolis, Pa., has elected Miss DESSIE P. SPANGLER as president, and C. E. BEAKES as vice-president.

► EARLE M. HITE, SR., has been re-elected for a third term as president of the board at Roaring Spring, Pa.

► ROBERT M. HOUSER has been elected president of the board at Middletown, Pa.

► The school board of McDonald, Pa., has elected LOUIS E. THOMASSY as president.

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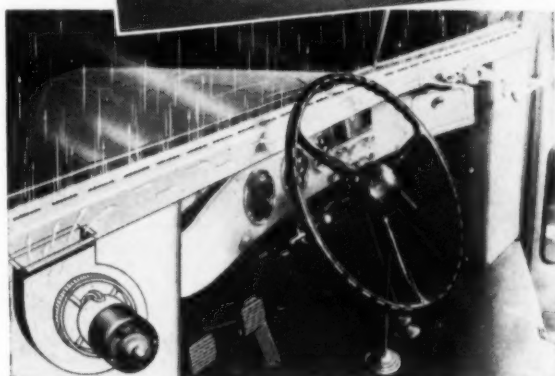
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The new driver's seat adjusts, in one easy motion, to best eye-level and driving position . . . forward and up for a shorter person, backward and down for a taller person. Seat has heavily padded, form-fitted back and comfortable spring cushion.

These are just a few of the reasons why the Pioneer is more convenient for the driver . . . and safer for the children. Ask your Superior distributor for detailed information on the Pioneer—built by the manufacturer that has pioneered most of the "Safety Firsts" standard on school buses today—Superior Coach Corporation, Lima, Ohio.



# **PIONEER**



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## A MAN OF REAL CONSEQUENCE

(Concluded from page 54)

"Why, of course," said I in considerable surprise. "Why, thank you very much. You can be most everlastingly certain I respect you, Mr. Moore." . . . Heaven knows I do!

"You and I have never talked about the racial situation," he continued. "But I've had lots of time to think things over during all these years and I've reached one conclusion: I believe that if colored people stopped trying to make themselves over to be like white people, and instead spent their time trying to improve *our* race so white people would want to be like *us*, a whole lot of our old

troubles would just naturally disappear. Do you think I'm right?"

Many, many times I've thought this over, and always with the same conclusion:

Of course he's right!

For the judgments of Men of Real Consequence are to be respected.

## TEACHERS AND LOYALTY OATHS

(Concluded from page 34)

stitutional constellation, it is that no official, high or petty, can prescribe what shall be orthodox in politics, nationalism, religion, or other matters of opinion or force citizens to confess by word or act their faith therein."

# "Teachers USE the Keystone Tachistoscope"

Quoting from the recent survey of visual aid equipment in U. S. schools: "Impressive as is the total of schools owning Keystone Tachistoscopes, even more striking is the number actually USING them."

Every educator knows that there are more visual aids bought than used. Much equipment lies forgotten on the shelf, covered with dust . . . because the expected results did not materialize.

How different with the Keystone Tachistoscope! The results are so immediate — the use so interesting — the time involved so small in comparison with results achieved — that students and teachers alike enthusiastically favor continuation of this training.

Gains exceeding 50% have been reported by numerous classes, ranging from elementary to adult — in Reading Skills, Spelling, Arithmetic, Typewriting, Art and Music. Practical daily programs, based on classroom experience, have made possible the immediate success of teachers using tachistoscope for the first time.

Write for *Reports of Results* being attained by schools using the Keystone Tachistoscope.

**KEYSTONE VIEW CO., Meadville, Pa.**



The California court then said it was aware that such action as had been taken was doubtless motivated by a desire to protect against subversive influences. "We are also keenly aware," the court pointed out, "that equal to the danger of subversion from without by means of force and violence is the danger of subversion from within by the gradual whittling away and the resulting disintegration of the very pillars of our freedom" (229 Pacific 2nd, p. 447).

Each case can probably be defended by sound argument. Until other courts have had occasion to review the problem, no pattern of logic or weight of authority is available as a guide except in New Jersey and California.

## A SALARY FORMULA

(Concluded from page 36)

administrative staff needs to do this in terms of its own organizational pattern.

There are those who may say that this is too stereotyped and does not allow for merit as the basis for salary raises. There are those, too, who for the same reason say that we should have no salary schedule for teachers. Yet salary schedules for the instructors have become the adopted pattern for compensating staff members. Basically, there is no reason why the same principle should not operate for the administrative and supervisory staff. If one admits that there should be some definite relationship between the salary of this group and the teaching group, the establishment of that relationship eliminates unpleasant conflict, bickering, and political wire pulling. It truly saves many headaches.

## PERSONAL NEWS

► DR. JAMES E. BRYAN, formerly superintendent of schools at Camden, N. J., died December 19, in Merchantville. He had been retired since 1931.

► SAM MILES has been elected acting superintendent of schools at Los Alamos, N. Mex.

► HOBART N. CORNING has been re-elected for a third term as superintendent of schools for the District of Columbia. In accepting the re-election, Mr. Corning stated to the press that there exists no clash between himself and the board of education.

► JOHN J. MCFARLAND and MISS AUGUSTA MENDEL have entered upon their duties as assistant superintendents of schools at Bridgeport, Conn. JOSEPH E. JEFFERY, who has entered upon his thirty-fifth year as a member of the school staff, continues as superintendent of schools.

► CARL T. THOMPSON, superintendent of schools at East Providence, R. I., died recently. He had completed 29 years' service in the town's school system.

► SUPT. H. LAWSON SMITH has returned to his duties at Herlong Elementary School, Herlong, Calif., after a 12 weeks' absence for graduate study at Stanford University. JACK C. GOODWIN acted as superintendent during his absence.

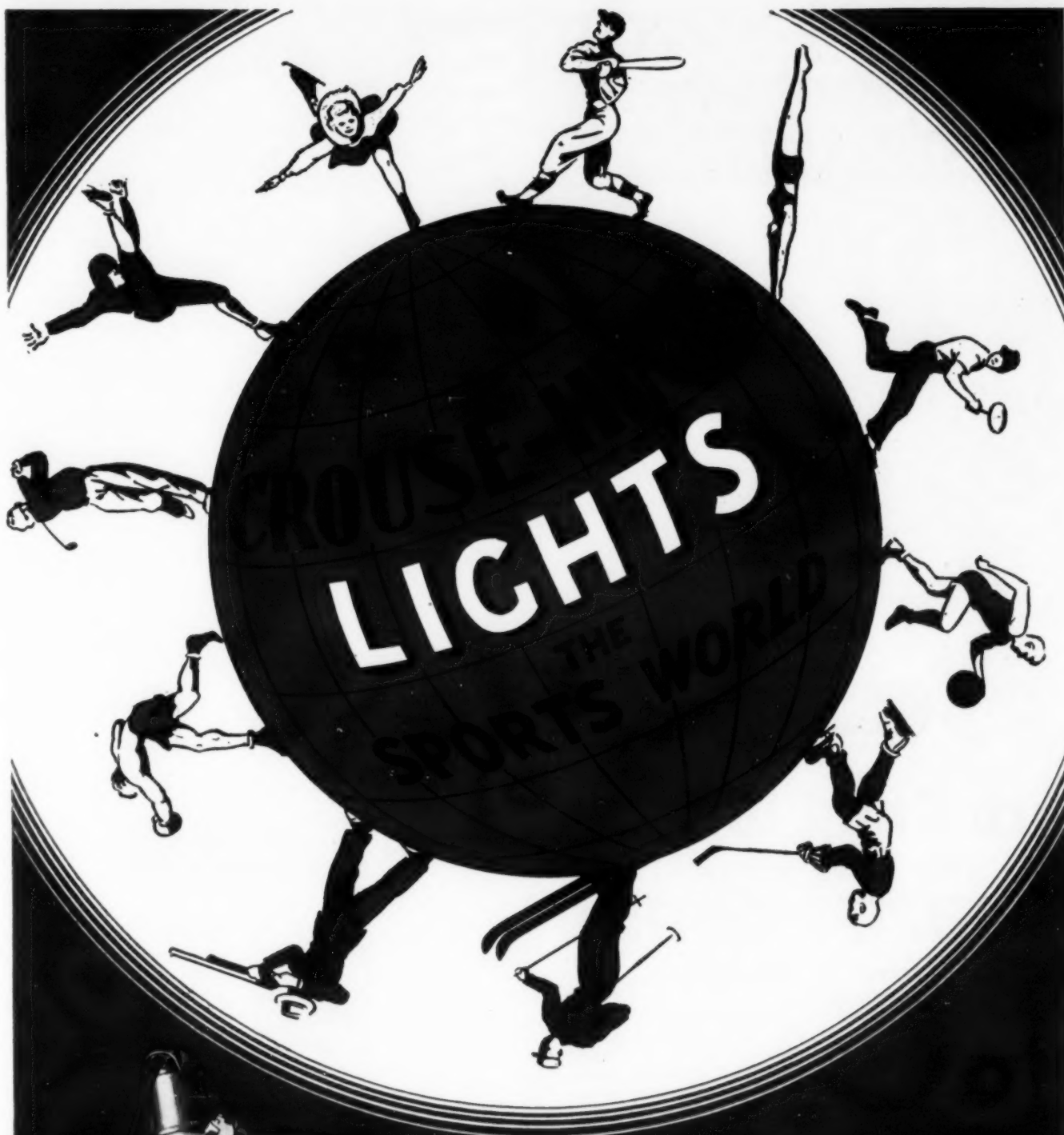
► DR. G. J. MORTELL has been re-elected president of the board of education of Green Bay, Wis. THOMAS HUNDLEY was named vice-president, and MILDRED T. JORGENSEN was renamed secretary.

► DALE E. BROCK, of Rensselaer, Ind., has accepted the superintendency at Connersville, where he was appointed for a three-year term. He succeeds Floyd Hines.

► OTIS M. BARKER, formerly clerk of School District No. 2, Croton-on-Hudson, N. Y., resigned September 1, 1951. Mr. Barker was honored at a dinner given by present and past members of the board and members of the administrative staff.

► ROBERT D. HARRISON, formerly a member of the school board at Norfolk, Neb., has been elected Republican congressman of the third congressional district of Nebraska by a 71 per cent vote.





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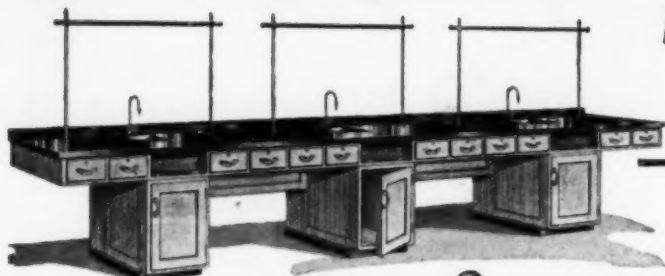
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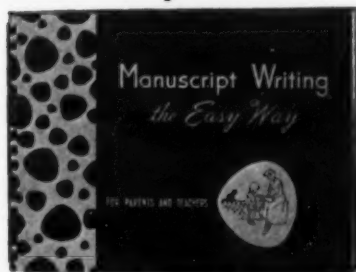
## TEACHERS AND THE BOARDS OF EDUCATION

(Concluded from page 27)

teachers are to have the right sort of emotional effect upon children, must be an artistic one, not a humdrum or a stifled routine. If a teacher works aimlessly or out of habit, or at command, for an end assigned to him, or to meet urgent needs of assignments from external sources, or by mechanical rules and conventions, that teacher's experience has been routinized and it cannot be artistic. If the board of education will insist that the schools be operated so that the curiosity of teachers is being continuously aroused, so that they are encouraged to initiative, so that they are rewarded for participation in inquiry, study, and other efforts to improve the school, then it is likely that teachers will set up goals and purposes about which there is an emotional drive. Such drive will release energy which is sure to improve the teaching-learning situation. It is a sad commentary on school administration that many teachers have been rendered callous to better methods of teaching or embittered at efforts to improve the learning situation because boards of education, instead of rewarding teachers for efforts which result in improved teaching-learning situations, have rewarded activities unrelated to such efforts.

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2 Reams News Print, 18 x 24  
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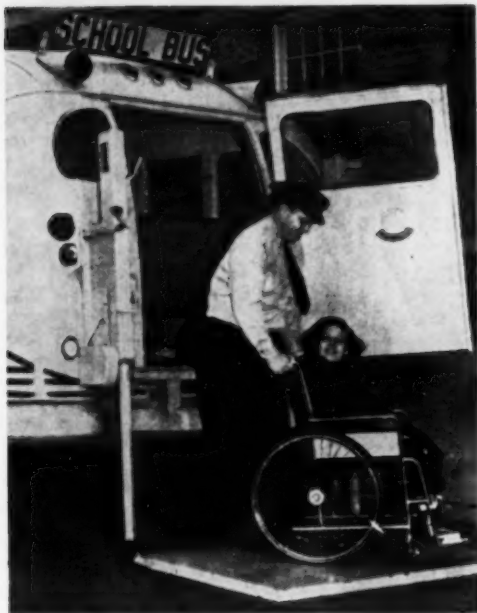
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## News of Products for the Schools



LIFT GATES IN USE

### Peoria Schools Use "Lift Gates" for Transporting Handicapped

"Lift Gates" for safer, faster loading and unloading of handicapped school children are being used on both grade and high school busses, not only for the added safety it provides the children, but also for the benefit of the drivers, according to Dr. J. H. Harris, assistant superintendent of Peoria (Ill.) schools. The "Lift Gate" provides a hydraulic-powered elevator which safely raises and lowers the children between the street and sidewalk level and the floor of the bus. When not in use, the "gate" folds up and closes with the rear door. However, as an added safety measure, the "gate" can be lowered instantly should the rear door be needed as an emergency exit.

For information write to *The Anthony Company, Section S.B.J., Streator, Ill.*

(For Convenience, Circle Index Code 033)

### Anti rust Paint Applicable to Corroded Surfaces

Rust-cure, an anti-rust paint, which can be applied on rusted surfaces without wire-brushing, scraping, or sand-blasting has been announced. The paint thus cuts maintenance costs by reducing the amount of time and labor required to paint corroded metal by ordinary methods. *Rust-cure*, the manufacturer states, seals rusted surfaces and retards further rusting action. It is available in black, aluminum, and clear and can be applied by brush, dip, or spray methods, indoors or out.

For bulletin copies, 136-11, write *The Monroe Company, Inc., Section S.B.J., 10703 Quebec Ave., Cleveland 6, Ohio.*

(For Convenience, Circle Index Code 034)

### Counter-Top Lavatory Introduced

A new lavatory designed for custom-built counter-top installation has just been introduced by American-Standard. Called the Highlyn, it is an enameled cast iron flat rim lavatory incorporating the latest ideas in plumbing fixture design. The Highlyn lavatory is designed for quick, easy installation in large or small counter tops. A standard mounting frame can be used in installing the Highlyn. The metal frame forms a completely water tight and sanitary bridge between the cabinet top and lavatory. It can be used with all types of top covering material. The lavatory bowl can be removed at any time without damaging or altering the cabinet top or covering material.

For additional information contact *Public Relations Department, American Radiator & Standard Sanitary Corp., Section S.B.J., Pittsburgh 30, Pa.*

(For Convenience, Circle Index Code 035)



PRODUCES DRY PHOTOCOPIES

### An Instantaneous New Method for Making Dry Photocopies

A new photocopying machine makes it possible, for the first time, to produce dry photocopies of anything almost instantly — without the slow, messy developing, fixing, washing, and drying ordinarily required by present photocopy methods. The Auto-Stat is based on an entirely new principle of instant and automatic developing and fixing. It enables anyone — without training or special skill — to produce clear, black and white photo-exact copies of any original in any office. This new method is fast — using only two simple steps instead of the 12 required by conventional photocopy equipment. There is no time-consuming drying. A finished copy can be made in less than 30 seconds.

An illustrated booklet describing the Auto-Stat in full detail is obtainable from *The American Photocopy Equipment Company, Section S.B.J., 2849 North Clark Street, Chicago 14, Ill.*

(For Convenience, Circle Index Code 036)

### Cutter Perfectly Reforms Removable Faucet Seats

A perfect reforming job on removable faucet seats is now made possible by the new type cutter for the Bibb Seat Reforming Tool. This tool does away with the headaches and expense of securing and installing matching replacement seats. It is no longer necessary to keep on hand an unwieldy and costly inventory of the many different types and sizes of replacement seats required (many of which are hard to get today). With this new Sexauer Removable Seat Cutter, the job of reseating can be done in 3 minutes, as against average time of 28 minutes for locating and installing a new replacement seat. The precision of this new Sexauer cutter is so fine that the same removable seat can be reformed 3 to 4 times, thereby saving the cost of 3 to 4 seat replacements.

For complete details on this new way of prolonging the life of fixtures, write to the *J. A. Sexauer Manufacturing Company, Inc., Section S.B.J., 2503-05 Third Avenue, New York 51, N. Y.*

(For Convenience, Circle Index Code 037)

### Ideal Calendar for Educators and School Administrators

A handy desk calendar which gives future dates by days, weeks, and months for every day in the year has been introduced as an aid for scheduling appointments, examination dates, extension meetings, and other school administration business. Plenty of space for notes, too. Printed in 2 colors. Pad size 3¾ by 6 in.

For details write to *Schedule-A-Date Calendar Co., 310 E. State Street, Section S.B.J., Dept. B, Ithaca, N. Y.*

(For Convenience, Circle Index Code 038)

### Tablet Arm Designed to Fold With Chair

A new Tablet Arm Folding Chair is designed so that the Tablet Arm is an integral part of the chair — folding with it. The chair is easy to get in and out of. The arm can be readily adjusted to several positions, and folded up completely against the front of the chair proper when it is folded.



For additional information write to the *Clarín Mfg. Company, Section S.B.J., 4640 West Harrison Street, Chicago 44, Ill.*

(For Convenience, Circle Index Code 039)

(Continued on page 92)

# Foot Gripping Power on Your Floors



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### ANTI-SLIP PROTECTION



When you step on Ves-Cote, the weight of the foot forces the hard "Ludox" colloidal silica spheres into the wax particles, providing superior gripping power. This way, Ves-Cote gives greater slip protection.



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But, safety isn't the only feature of Ves-Cote: in addition, it dries to a high lustre, is long wearing, water resistant and easy to apply.

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## News of Products . . .

(Continued from page 90)

### Toledo Schools Report on Modernization Program

Toledo school officials are proud of the 66 classrooms provided in the eight major school construction projects completed or begun during the first two years of the five-year building and modernization program.

Painting and lighting were the first two problems studied extensively by the staff before the actual material was selected to go into the construction and remodeling of the new classrooms.

The first of the materials chosen was Fiberglas acoustical tile because of its high light reflection, noncombustibility, economy, and easy installation, and, of course, its acoustical value.

The sound absorption of the ceiling is complemented in the new classrooms by the acoustical properties of the painted cinder-block walls, which provide the inner wall surface in all the new classrooms.

Inadequate lighting long has been a major handicap to pupils in Toledo schools. After long research, the board of education decided to adopt fluorescent fixtures. But the fixtures are only one factor in the over-all lighting pattern. Everything from the windows to the new desks figure in it, too.



SCHOOL OFFICIALS CHECK LAYOUTS

Insulux glass-block windows serve to control the natural light, blending the light rays and eliminating glare. These were combined with a vision strip of clear glass along the bottom of the glass blocks.

Glare problems that could be presented by the vision strip are controlled by simple aluminum awnings across the top of the strip along the outside walls.

With paint in pastel shades covering the cinder-block walls and with light natural wood finish on the furniture, because it reduces the sharp contrast between the white paper and dark finish old-style desk, eye strain is at a minimum.

### Nonglare, Nonsqueak Chalkboards Announced

The development of a new nonglare, nonsqueak chalkboard made of porcelain enameled steel has been announced by the

Porcelain Enamel Institute. The result of numerous experiments with different types of porcelain enamel finishes, the new board has a matte surface which provides an easy-to-write-on surface that cannot produce a glare from any angle. Color possibilities are unlimited, but the recommended shade is chlorophyll green. Other advantages the porcelain enameled steel chalkboard includes: cheaper production, less weight, easier erasure, a more pleasing appearance, greater durability, and less maintenance. The porcelain enameled surface — which is laminated to plywood panels — is impervious to heat, cold, or moisture, and will serve for years with no deterioration whatever.

(For Convenience, Circle Index Code 040)

### Maintenance Paint Protects Metals Up to 1000° F.

A new maintenance paint protects metals subjected to temperatures in the range of 200° to 1000° F. Called "Thermalite," the paint was developed in the laboratories of the Tropical Paint and Oil Company, Cleveland, Ohio.

Thermalite is a high-heat aluminum paint. It presents a clean, smooth, silver-bright finish, combining good appearance with high heat resistance.

It differs from older types of aluminum maintenance paints in that it contains

(Concluded on page 94)

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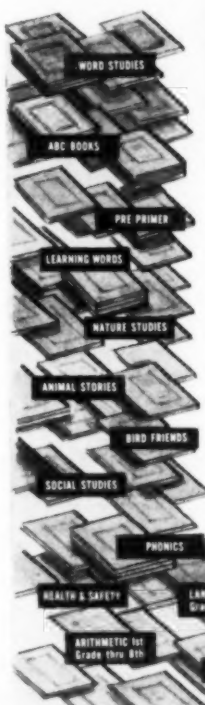
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## News of Products . . .

(Concluded from page 92)

"silicones," a remarkable resin compound created from a complex chemical treatment of quartzlike silica. The "silicones" possess many desirable qualities unobtainable with any organic resin used in the manufacture of heat-resisting aluminum paints.

For more information write to *The Tropical Paint & Oil Company, Section S.B.J., Cleveland, Ohio.*

(For Convenience, Circle Index Code 041)

### Featherweight Painting Tool Includes Built-in Reservoir

The use of the man-made taper in the scientifically designed bristle, "Neoceta," has resulted in the development of a painting tool that will enable consumers to apply wall paints faster, more efficiently, and with less effort than with any other painting tool yet developed, according to an announcement made today by E. D. Peck, general manager of the brush division, Pittsburgh Plate Glass Company. To be known as the "FleetWing Wall Coater," the device utilizes a locked-in construction of specially engineered paintbrush bristle that enables it to accomplish astonishing results. The coater offers additional paint-carrying facilities and a built-in paint reservoir not possible to obtain with ordinary hogs' bristle. The new featherweight wall coater is seven inches wide and, according to Peck, is far more efficient than



FAST PAINTING TOOL

any consumer wall-painting tool yet developed. "It marks the first complete change in the method of manufacture of paint and varnish brushes in more than a generation," he said.

For information write to *Pittsburgh Plate Glass Co., Section S.B.J., 632 Duquesne Way, Pittsburgh, Pa.*

(For Convenience, Circle Index Code 042)

### Dirt Repellent Paint Developed To Resist Heavy Stains

A paint containing a patented dirt repellent ingredient that will resist heavy stains, like machine grease, lipstick, mercuriochrome, and ink, has been introduced by the Enterprise Paint Mfg. Co. of Chicago. Tests made by a nationally known paint testing laboratory prove that the new paint called "Staize-Clene," and containing the new ingredient patented under the name of "Syncon" will resist the accumulation of dust, dirt, and other air-borne deposits from 79 per cent to 90 per cent longer than other well-known products on the market today.

A specially prepared booklet "How You Can Reduce Your Maintenance Painting Cost" is available without charge. For further information write to *Enterprise Paint Mfg. Co., Dept. SC-10, Section S.B.J., 2841 So. Ashland Ave., Chicago 8, Ill.*

(For Convenience, Circle Index Code 043)

### Rubber Football Meets With Approval

When Pasadena City College and Tyler Junior College of Texas clashed in the Little Rose Bowl game at the famed Pasadena, Calif., arena, December 8, the Voit XF9 rubber-covered football was



PRINCIPALS EXAMINE RUBBER BALL

used, thus marking the first appearance in a bowl game of any ball other than the conventional leather ball. And once again the Voit XF9 rubber-covered football performed flawlessly. Both Coach Bob Blackman of the victorious Bulldogs and Coach Floyd Wagstaff of the Tyler Apaches echoed approval of the XF9's performance.

(For Convenience, Circle Index Code 044)

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353 Rosabel St.

St. Paul, Minnesota



## Descriptive Material

► A bulletin titled "Equipment—Then and Now" covering the field of library department furniture and equipment will be sent on request by writing Library Bureau, Remington Rand Inc., Section S.B.J., 315 Fourth Avenue, New York 10, N. Y. (For Convenience, Circle Index Code 045)

► An unusual 12-page catalogue announcing the new 1952 Pioneer Safety School Coach now in full production at the Superior Coach Corporation plant may be obtained free from Superior distributors, or by writing to Superior Coach Corporation, Section S.B.J., Lima, Ohio. (For Convenience, Circle Index Code 046)

► Protection of school children's eyes is pointed up by a revised 20-page ABC Plan School-Lighting booklet available from the Westinghouse Electric Corporation, Box 2099, Section S.B.J., Pittsburgh 30, Pa. (For Convenience, Circle Index Code 047)

► "Sprayways," a graphic 16-page rotogravure brochure is available to anyone interested in the varied uses of spray painting equipment. The brochure is a ready reference to many DeVilbiss spray equipment uses and is designed to fit standard file folders. Copies of "Sprayways" may be obtained by writing to the Spray Painting Equipment Division of the DeVilbiss Co., Section S.B.J., Toledo 1, Ohio. (For Convenience, Circle Index Code 048)

► The subject of hot-dip galvanizing of steel windows to add maintenance-free durability is covered in a recently published 2-color, 12-page brochure. Step-by-step procedures in a new hot-dip galvanizing plant—the first to be built for this purpose by any windows' manufacturer—are fully illustrated and explained. Technical explanations and specifications are included.

Copies of the catalog are available by writing the Advertising Department, Section S.B.J., Detroit Steel Products Company, 3107 Griffin Street, Detroit 11, Mich. (For Convenience, Circle Index Code 049)

► Two "Don't" folders listing precautions to be taken in handling hardwood flooring are available free to the general public. The folders deal with problems arising from expansion of kiln-dried hardwood flooring, caused by moisture absorption.

These tips on sound hardwood flooring can be obtained by writing to Maple Flooring Manufacturers Association, Section S.B.J., Suite 549, Pure Oil Bldg., Chicago, Ill.

Write to Kewanee Boiler Corporation, Section S.B.J., Advertising Department, Kewanee, Ill. (For Convenience, Circle Index Code 050)

► A 34-page and cover, 8½ by 11-in. spirally bound book replete with drawings, diagrams, architectural and engineering and other data about the Wakefield Luminous Acoustical Ceiling is now available from The F. W. Wakefield Brass Company, Section S.B.J., Vermilion, Ohio. (For Convenience, Circle Index Code 051)

## Manufacturers' News

► Hot meals now can be served almost everywhere—thanks to heat-resistant paper containers. Macaroni, spaghetti, meat pies, casserole dishes of all kinds can be baked in these handy disposable containers and transported with minimum cost and effort, according to experiments conducted in the Food Service Center of H. J. Heinz Company. Paper containers have been making their way into institutional feeding centers with astonishing rapidity—especially for the service of soups, salads, and desserts. Now smart dietitians and restaurant managers are actually using the single-service containers for both cooking and serving hot main dishes. Just about any type of dish that can be made in a casserole can be prepared in heat-resistant paper containers. The containers can withstand ordinary baking temperatures and still maintain their original firmness. Flavor is not affected by the paper and the containers save time and labor. (For Convenience, Circle Index Code 052)

## Check List of Advertisers, New Supplies, and Equipment

To facilitate use of this index, a code number identifies the advertisements and new supplies and equipment carried in this issue. The page reference is also included. In requesting further details, subscribers may write direct to the individual companies or may use the coupon when requesting information from a number of firms.

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218 HILLYARD SALES COMPANIES	75	Counter-top lavatory	90
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220 HORN BROTHERS CO.	10	Dry photocopying machine	90
221 HUNT PEN CO., C. HOWARD	88	037 SEXAUER MFG. CO., INC., J. A.	
222 HUNTINGTON LABORATORIES, INC.	7	Removable seat cutter	90
223 INTERNATIONAL BUSINESS MACHINES CORP.	76	038 SCHEDULE-A-DATE CALENDAR CO.	
224 JOHNSON SERVICE COMPANY	1	Desk calendar	90
225 KEWAUNEE MFG. COMPANY	67	039 CLARIN MFG. COMPANY	
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For information on products, services, booklets, and catalogs, advertisers may simply encircle the code number identifying a product. (Clip and mail the coupon below to THE AMERICAN SCHOOL BOARD JOURNAL. Your request will receive prompt attention.)

## THE AMERICAN SCHOOL BOARD JOURNAL

February, 1952

Please send information offered in the advertisements we have encircled.

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(Alex W. Spence Junior  
High School, Dallas,  
Texas)

## Young America loves dessert

To satisfy the youthful appetite . . . or stimulate the jaded one . . . there's nothing to surpass cool, flavorful Sexton gelatine desserts, or attractive and tasty Sexton puddings. Economical too! Scarcely any food gives so much satisfaction at so little cost. As for quality, the delicious flavor, sparkling clarity, quick jelling and ability to keep their good looks, result directly from our insistence upon the finest ingredients and carefully controlled processing in our Sunshine Kitchens.

**Sexton**  
*Quality Foods*

JOHN SEXTON & CO., CHICAGO, 1952